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ABSTRACT

In response to a legislative request, the efficiency of program operations of the University of Florida's Institute of Food and Agricultural Sciences (IFAS) was evaluated using data from multiple sources. IFAS is the entity responsible for carrying out the University of Florida's land grant mission. IFAS offers programs in agriculture, family and consumer sciences, youth development, aquaculture, community development, natural resources, food and nutrition, and conservation. IFAS is made up of three primary units: the College of Agricultural and Life Sciences, the Florida Agricultural Experiment Station, and the Florida Cooperative Extension Service. Funding sources and amounts were identified, and the interactions of IFAS with other agencies were studied. IFAS was found to be heaving dependent on limited state general revenue funds to support its mission. To reduce the need for general revenue funding, IFAS administrators should take additional steps to ensure that fees cover program costs to the extent possible, and it should consolidate operations as feasible, working from a consolidation plan to be completed by October 2002. Seven appendixes provide supplemental information about the IFAS system and its finances. (Contains 11 exhibits, 7 tables, and 1 map.) (SLD)

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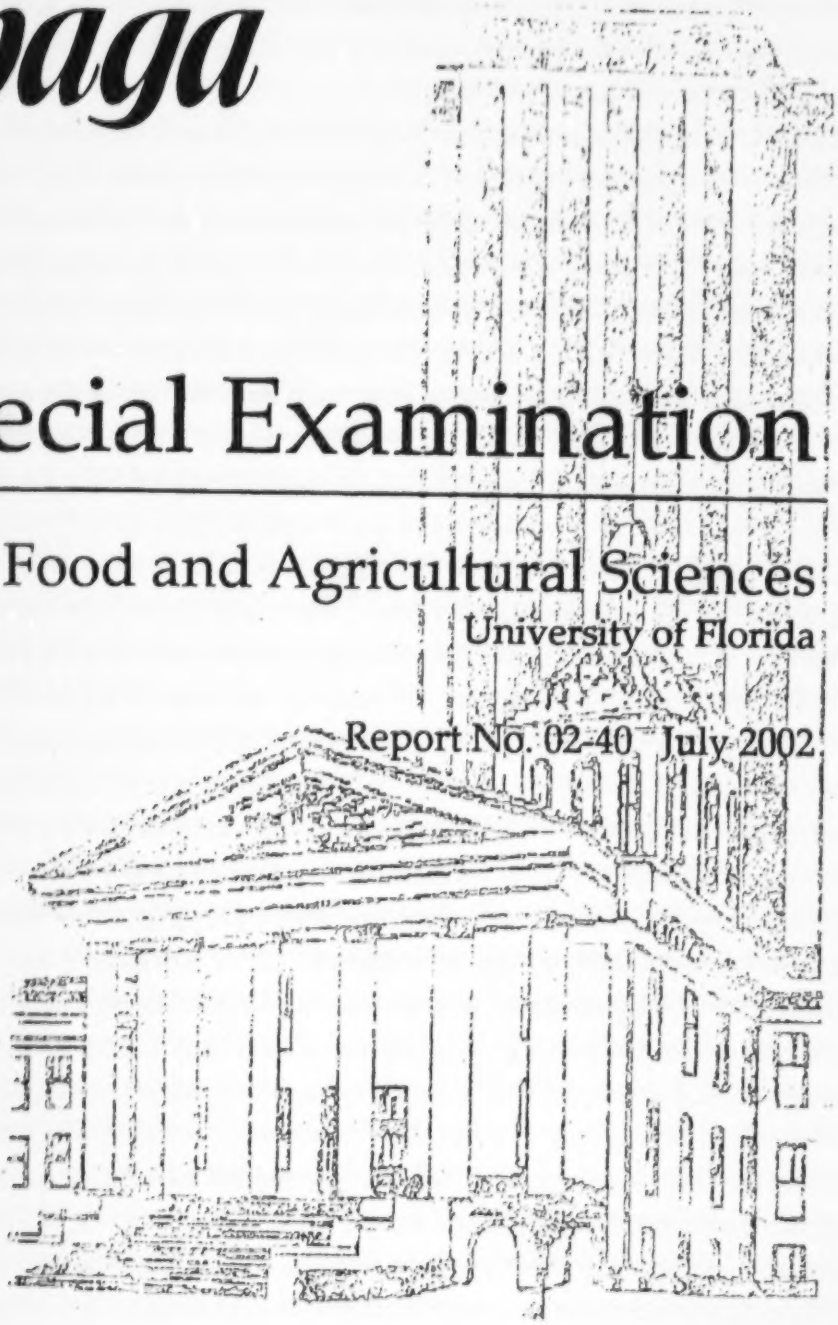
Special Examination

Institute of Food and Agricultural Sciences

University of Florida



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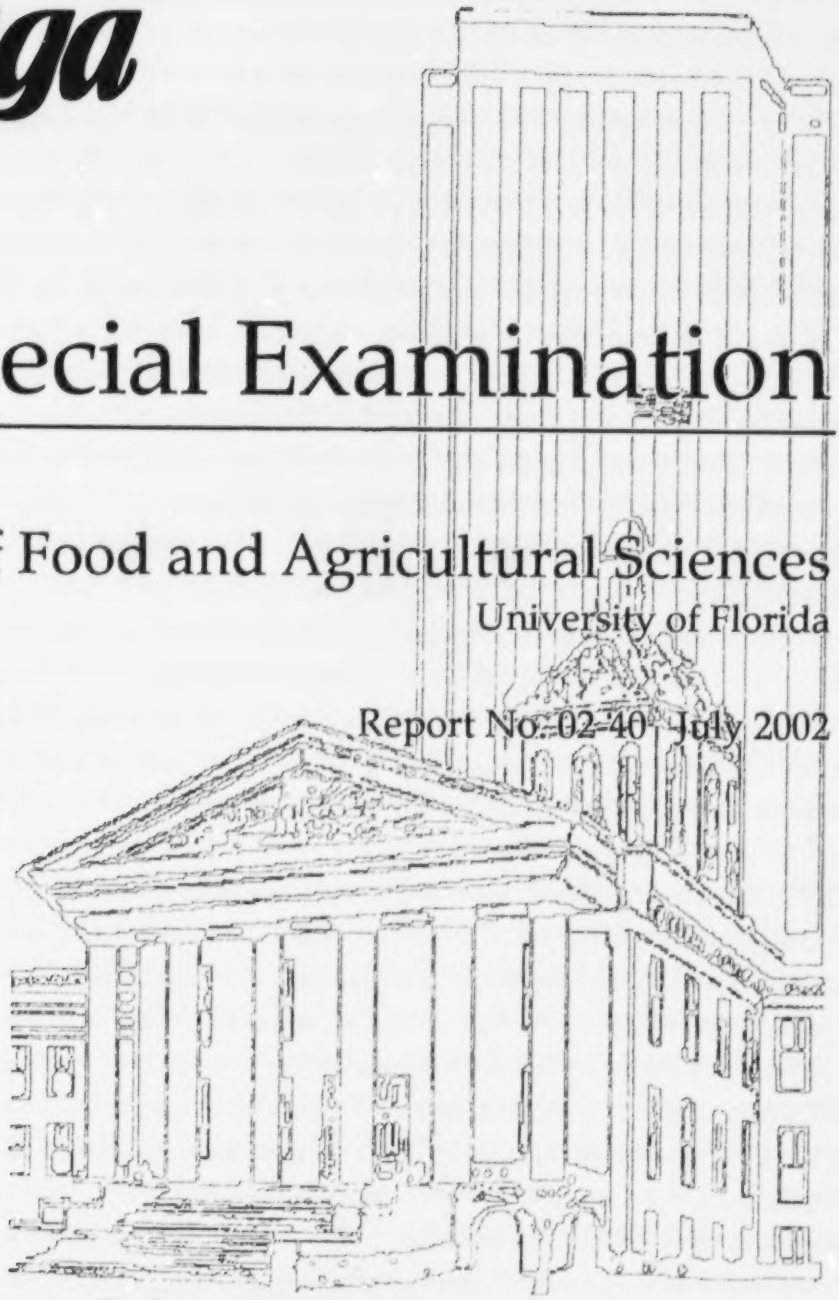
Special Examination

Institute of Food and Agricultural Sciences

University of Florida

Report No. 02-40, July 2002



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John W. Turcotte, OPPAGA Director

The Florida Legislature

OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY

John W. Turcotte, Director

July 2002

The President of the Senate,
the Speaker of the House of Representatives,
and the Joint Legislative Auditing Committee

I directed our office to examine *the University of Florida's Institute of Food and Agricultural Sciences.* OPPAGA reports findings and recommendations as required by the Government Performance and Accountability Act of 1994. Rashada Houston, Jeanine King, and Benny McKee conducted the examination under the supervision of Becky Vickers.

We wish to express our appreciation to the staff of the University of Florida's Institute of Food and Agricultural Sciences for its cooperation and the many courtesies shown us during the course of the examination.

Sincerely,

John W. Turcotte
Director

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Executive Summary

Special Examination of the Institute of Food and Agricultural Sciences

Purpose

Pursuant to s. 11.511, *Florida Statutes*, the Director of OPPAGA initiated this project in response to a legislative request to examine the University of Florida's Institute of Food and Agricultural Sciences (IFAS) and answer questions about program operations. This report provides an overview of program operations and makes recommendations to improve IFAS's efficiency.

What Are the IFAS Origin, Mission, and Structure?

The land grant system is a national network of public land grant institutions responsible for carrying out a tripartite mission of three functions: teaching, research, and extension. The current land grant system evolved into its tripartite mission over time as a result of three federal acts. Congress has passed subsequent legislation that has extended and further defined the roles and responsibilities of land grant universities.

The University of Florida is one of the state's two public land grant universities.[1] IFAS is the entity responsible for carrying out the University of Florida's land grant mission. Although the original mission of land grant institutions was to teach agricultural and mechanical arts, the federal agenda has encouraged the broadening of the programs offered. IFAS offers programs in areas such as agriculture, family and consumer sciences, youth development, aquaculture, community development, natural resources, food and nutrition, and conservation. The implementation of these programs is driven by the needs of the local community.

[1] Florida Agricultural and Mechanical University (FAMU) is Florida's second public land grant university.

IFAS is made up of three primary units: the College of Agricultural and Life Sciences, the Florida Agricultural Experiment Station, and the Florida Cooperative Extension Service. The College of Agricultural and Life Sciences, which helps IFAS fulfill its teaching mission, is located at the University of Florida's main campus in Gainesville but also offers courses at six sites around the state. In fall 2001, approximately 2,900 undergraduate and 860 graduate students enrolled in the College of Agricultural and Life Sciences pursuing degrees encompassing the fields of agriculture, natural resources, and life sciences.

The Florida Agricultural Experiment Station carries out the research function. IFAS currently has 13 agricultural research and education centers at 19 locations throughout the state.[2] IFAS faculty located at the main campus and the research and education centers conduct more than 700 ongoing research projects. These projects involve basic and applied research addressing issues such as pest management, plant disease control, weed management, aquaculture, food safety and quality, food science and nutrition, and water quality and management.

The Florida Cooperative Extension Service is administered cooperatively with the United States Department of Agriculture, Florida Agricultural and Mechanical University, and the state's 67 counties. Extension programs include agriculture; natural resources; family, youth, and community sciences; 4-H and youth; volunteer development; and the Sea Grant program. Each of the state's counties is served by county extension agents who provide information and conduct educational programs that extend university-based research to farmers, ranchers, families, youth, and other Florida citizens.

In Fiscal Year 2000-01, IFAS had 2,318 full-time equivalent (FTE) employees. IFAS faculty often are assigned joint responsibilities related to two or more of its teaching, research, and extension functions. Volunteers also contribute to the achievement of the IFAS mission.

What Are IFAS Funding Sources and Amounts?

IFAS funding is derived from federal, state, local, and private sources. As shown below, the state is the largest contributor of IFAS funding. In Fiscal Year 2000-01, the state, through legislative appropriations and agency contracts and grants, contributed 62.5%, or $145,932,545, of IFAS's total budget of $233,629,558. Funds from federal sources totaled

[2] Some research and education centers are large diverse units made up of sites at multiple locations.

$30,497,633 (13% of the total budget) and county contributions totaled $25,583,472 (11% of the total budget).

State Sources Provide 62.5% of IFAS Funding

Funding Source	Budget	Percentage of Total Budget
State	$145,932,545	62.5%
Federal	30,497,633	13.0%
Local[1]	25,583,472	11.0%
Private	15,228,791	6.5%
Self-Generated[2]	4,875,460	2.1%
Other	11,511,657	4.9%
All Funding	$233,629,558	100.0%

[1] These figures do not include the value of any in-kind services provided by counties such as space and maintenance of office buildings.

[2] This includes $2,500,000 in non-recurring tobacco settlement funds.

Source: OPPAGA analysis of IFAS data.

How Does IFAS Interact With Other Agencies?

Several Florida state agencies rely on IFAS to provide research and educational services. Through a review of IFAS contracts and grants and surveys of agencies, we identified 14 agencies that interact with IFAS to varying degrees.[3] In many cases, agencies contract with IFAS for specific services. In other cases, agencies do not contract with IFAS, but IFAS provides a service to or on behalf of the respective agency. We found no evidence of duplication of services between IFAS and other state agencies.

IFAS's primary interaction with the federal government is through the United States Department of Agriculture's Cooperative State Research Education and Extension Service. IFAS also interacts with various federal agencies through contracts and grants.

[3] The 14 agencies are the Agency for Workforce Innovation; the Departments of Agriculture and Consumer Services, Business and Professional Regulation, Children and Families, Citrus, Community Affairs, Education, Elder Affairs, Environmental Protection, Health, Military Affairs, and Transportation; the Fish and Wildlife Conservation Commission; and Enterprise Florida, Inc. Enterprise Florida, Inc., is a public-private partnership created by the Legislature to serve as the state's principal economic development organization.

How Is IFAS Accountable for Performance Results?

In order to receive federal funds and comply with federal reporting requirements, IFAS staff members prepare plans of work each year and then report accomplishments based on the plan of work. This information is entered into the Faculty Accomplishment System and reported to the United States Department of Agriculture, program managers, legislators, and other stakeholders.

At the state level, IFAS reports to the Legislature and other stakeholders through the long-range program plan for the State University System. At the local level, IFAS extension offices report on performance to county decision makers, such as county commissioners. County commissioners and administrators receive performance information from county extension offices through mechanisms such as office performance measures, holding meetings with their county extension agents, or receiving written reports from their county extension agents.

What Actions Can IFAS Take to Limit Its Reliance on General Revenue Funding?

IFAS is heavily dependent on limited state general revenue funds to support its mission. General revenue funding accounted for 55.3% of IFAS's $233,629,558 budget in Fiscal Year 2000-01. To be able to fulfill the broad IFAS mission yet reduce its need for general revenue funding, IFAS administrators should take additional steps to ensure that fees cover program costs to the extent possible and consolidate operations as feasible. We recommend that IFAS take the actions listed below.

- To ensure that current fees adequately cover program costs to the extent allowed by federal regulations, IFAS should establish written requirements for periodic cost analyses of specific services to determine whether fees should be modified. These requirements should address the items to be considered in conducting cost analyses and the set time periods at which staff will evaluate fee sufficiency.
- IFAS should continue to develop its plan for consolidating research centers and sites and complete a plan by the end of October 2002.[4] The plan should include

[4] A research site is a field location where research is conducted on items such as crops and pest control methods. A research center contains offices for the researchers and center management and may also include fields for experimentation.

- the number of consolidated regional centers to be established and the optimum locations for the centers;
- the specific centers and sites to be closed and estimated milestones for each closing;
- the costs of closing each location;
- analyses of client needs for services currently provided at each center and site and how the services will be provided by the new consolidated regional centers;
- the impact of consolidation on staff and clients; and
- the benefits of closing each site, such as calculations of long-term maintenance, staffing, and operating costs avoided.

Agency Response

The president of the University of Florida provided a written response to our preliminary and tentative findings and recommendations. (See Appendix G, page 44, for his response.)

Chapter 1

Introduction

Purpose

Pursuant to s. 11.511, *Florida Statutes*, the Director of OPPAGA initiated this project in response to a legislative request to examine the University of Florida's Institute of Food and Agricultural Sciences (IFAS) and answer questions about program operations. This report provides an overview of program operations and makes recommendations to improve IFAS's efficiency.

Our examination answers the following questions:

- What are the IFAS origin, mission, and structure?
- What are IFAS funding sources and amounts?
- How does IFAS interact with other agencies?
- How is IFAS accountable for performance results?
- What actions can IFAS take to limit its reliance on general revenue funding?

Chapter 2

What Are the IFAS Origin, Mission, and Structure?

The Institute of Food and Agricultural Sciences (IFAS) at the University of Florida has a broad and diverse mission. IFAS's mission derives from the University of Florida's status as one of the state's two public land grant universities.[5] Although initially established to teach subjects related to agriculture and the mechanical arts, the mission of land grant universities has broadened over time to include a variety of teaching, research, and outreach efforts beyond these areas.

IFAS uses full-time staff as well as volunteers to carry out its responsibilities. Through its partnership with federal, state, and local entities, IFAS provides programs to every county in the state.

Origin and Mission of the Land Grant System

The land grant system is a national network of public land grant institutions responsible for carrying out a tripartite mission of three functions: teaching, research, and extension. Currently, there are 106 land grant institutions throughout the U.S. and its territories.

The current land grant system evolved into its tripartite mission over time as a result of three federal acts. The land grant system was initiated in 1862 when Congress passed the Morrill Act. The act granted states public land to endow, support, and maintain a public college designated to teach subjects related to agriculture and the mechanical arts. The original legislative intent of the land grant system's teaching function was to extend higher education to meet the needs of agricultural and industrial workers. The Hatch Act established the land grant system's research function in 1887 to meet the need for original research to help develop agricultural innovation. In 1914, Congress passed the Smith-Lever Act to establish the land grant system's extension function. The original intent of the extension function was to disseminate research-based knowledge in agriculture, home economics, and rural energy beyond the campus to farms and consumers. The Smith-Lever Act of 1914 thus completed the creation of the three major functions of the land grant system.

[5] Florida Agricultural and Mechanical University (FAMU) is Florida's second public land grant university.

Congress has passed subsequent legislation that has extended and further defined the roles and responsibilities of land grant universities. Appendix A outlines key provisions of federal legislation governing land grant institutions and their mission. Land grant institutions must comply with these provisions and provide various programs and services to fulfill their federally mandated teaching, research, and extension functions.

In each state, land grant institutions carry out their mission through three primary types of entities: colleges of agriculture, state agricultural experiment stations, and state cooperative extension services. Colleges of agriculture help meet the public's educational needs by offering students degrees in agriculturally related fields. State agricultural experiment stations, which operate in conjunction with colleges of agriculture, conduct research and often have branch locations located off-campus in agricultural communities. States' cooperative extension services, which are administered by land grant universities, provide research-based information to the community through local county extension offices in each state. Through these units, land grant institutions are intended to form a nationwide network of expertise and information in agriculture and other subjects.

The land grant system is unique because it is funded and administered at the federal, state, and local levels. The federal government provides funding to land grant institutions, while states are required to provide matching funds and typically provide additional funding. County governments contribute funds and staff to the operation of county extension offices and local advisory committees determine the educational needs of their communities.

Sections 240.222 and 240.501, *Florida Statutes*, assent to the provisions and requirements of the land grant system and authorize the University of Florida to receive federal funds to implement the programs in accordance with the terms and conditions expressed in federal law.

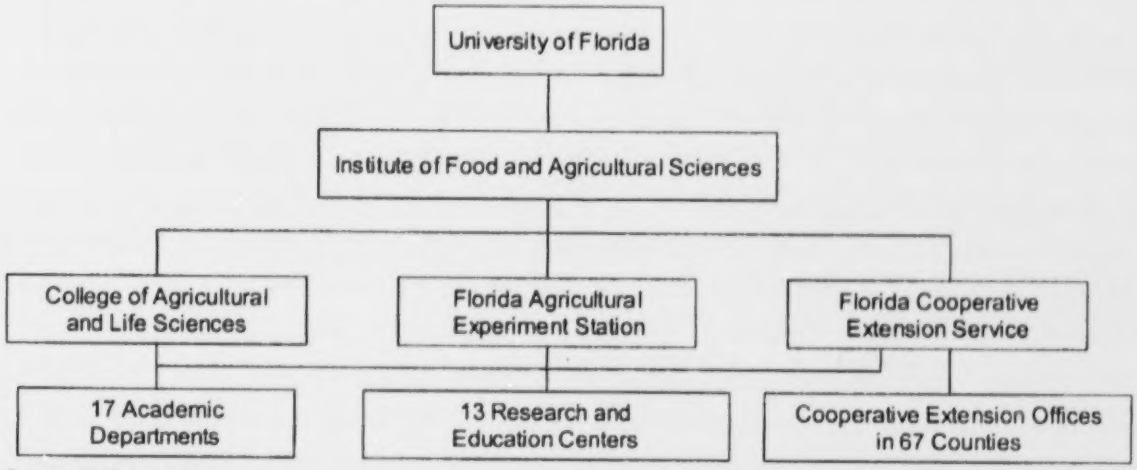
IFAS Mission and Structure

IFAS's mission is to develop knowledge in agriculture, human, and natural resources and to make that knowledge accessible to sustain and enhance the quality of human life. Although the original mission of land grant institutions was to teach agricultural and mechanical arts, the federal agenda has encouraged the broadening of the programs offered. IFAS offers programs in areas such as agriculture, family and consumer sciences, youth development, aquaculture, community development, natural resources, food and nutrition, and conservation. The implementation of these programs is driven by the needs of the local community.

As shown in Exhibit 1, IFAS is made up of three primary units:

- the College of Agricultural and Life Sciences,
- the Florida Agricultural Experiment Station, and
- the Florida Cooperative Extension Service.

Exhibit 1
IFAS Is Made Up of Three Primary Units


University of Florida
Institute of Food and Agricultural Sciences
College of Agricultural and Life Sciences
Florida Agricultural Experiment Station
Florida Cooperative Extension Service
17 Academic Departments
13 Research and Education Centers
Cooperative Extension Offices in 67 Counties

Source: IFAS documents.

College of Agricultural and Life Sciences

The College of Agricultural and Life Sciences is designed to fulfill IFAS's teaching mission. The college's primary mission is to provide students with a high-quality education that results in knowledge and skills for employment, productive citizenship, and life-long learning in the areas of food, agriculture, natural resources, and life sciences as they relate to human resources, the environment, and individual communities.

The college is located at the University of Florida's main campus in Gainesville, and offers undergraduate and graduate degrees encompassing the fields of agriculture, natural resources, and life sciences. Exhibit 2 lists the college's academic departments offering undergraduate and graduate degree programs.

Exhibit 2
The College of Agricultural and Life Sciences Has 17 Academic Departments

Academic Departments
Agricultural and Biological Engineering
Agricultural Education and Communication
Agronomy
Animal Sciences
Entomology and Nematology
Environmental Horticulture
Family, Youth, and Community Sciences
Fisheries and Aquatic Sciences
Food and Resource Economics
Food Science and Human Nutrition
Forest Resources and Conservation (School of)
Horticultural Sciences
Microbiology and Cell Science
Plant Pathology
Soil and Water Science
Statistics
Wildlife Ecology and Conservation

Source: IFAS data.

In fall 2001, approximately 2,900 undergraduate and 860 graduate students enrolled in the College of Agricultural and Life Sciences. The college has expanded enrollment beyond the main campus through its Academic Partnership Program, which offers courses to students at six sites around the state (Apopka, Fort Pierce, Fort Lauderdale, Homestead, Milton, and Plant City). The college uses on-site instruction, interactive video conferencing, videotape, and the Internet to offer courses leading to four-year degrees, professional master's degrees, and teacher certification. Through the college, the University of Florida also has joint academic programs with Florida Agricultural and Mechanical University.

Florida Agricultural Experiment Station

The Florida Agricultural Experiment Station carries out the IFAS research function. The station's primary mission is to invent, discover, and develop application of knowledge to benefit the agricultural, natural, and human resource base of the state of Florida. The research function is administered jointly through various academic departments, agricultural research and education centers, and multidisciplinary centers, as well as the College of Veterinary Medicine and School of Forest Resources and Conservation.

Faculty located at the main campus and research and education centers conduct IFAS research projects. As shown in Exhibit 3, IFAS has 13 agricultural research and education centers at 19 locations throughout the

state.[6] Currently, IFAS has more than 700 ongoing research projects involving basic and applied research. These projects address issues such as pest management, plant disease control, weed management, aquaculture, food safety and quality, food science and nutrition, and water quality and management.

Exhibit 3
IFAS Has 13 Agricultural Research and Education Centers at 19 Locations

Research and Education Centers	Location[1]
Subtropical Agricultural Research Station	Brooksville
Citrus	Lake Alfred
Everglades	Belle Glade
Florida Medical Entomology Lab	Vero Beach
Fort Lauderdale	Fort Lauderdale
Gulf Coast	**Bradenton**, Dover
Indian River	Fort Pierce
Mid-Florida	Apopka
North Florida	**Quincy**, Marianna, Live Oak
Range Cattle	Ona
Southwest Florida	Immokalee
Tropical	Homestead
West Florida	**Milton**, Jay
...[2]	Hastings, Ruskin[2]

[1] **Bold** indicates main site.

[2] The Hastings and Ruskin locations are not field sites of a research and education center and are instead administered from the main campus in Gainesville.

Source: IFAS data.

IFAS research project topics are initiated in two ways: through contracts and grants, or by IFAS researchers. If initiated through contracts and grants, the party requesting IFAS's services generally proposes the topic of the research. For projects initiated by IFAS researchers, faculty submit research project proposals to the station director for review and approval. Prior to submitting a project proposal, faculty are to ensure that the proposed work is not covered elsewhere under a current project in operation in the station system. Following submission to the director, project proposals are subjected to a peer review. The director approves or denies proposals after faculty address recommended changes from the director's review and the peer review.

All research projects must be documented in both the Florida Agricultural Experiment Station and the United States Department of Agriculture Current Research Information System and must support the IFAS mission and the specific goals of the faculty's unit. The researcher must complete

[6] Some research and education centers are large diverse units made up of sites at multiple locations.

details on the project in his or her annual plan of work and report on progress in an annual accomplishment report that is filed with the USDA's Current Research Information System.

Florida Cooperative Extension Service

The Florida Cooperative Extension Service implements the IFAS extension function. The service's mission is to provide scientifically based agricultural, human, and natural resource knowledge that citizens can use in making decisions that contribute to an improved life. Florida extension programs are administered cooperatively with the United States Department of Agriculture, Florida Agricultural and Mechanical University, and the state's 67 counties.

Florida extension programs include agriculture; natural resources; family, youth, and community sciences; 4-H and youth; volunteer development; and the Sea Grant Extension Program.[7] Each of the state's counties is served by county extension agents who provide information and conduct educational programs that extend university-based research to farmers, ranchers, families, youth, and other Florida citizens. The county agents work with faculty extension specialists located at the main University of Florida campus in Gainesville and research and education centers. The specialists help with planning and provide expertise on particular subjects. IFAS delivers information to customers using various methods, including demonstrations, workshops, newsletters, and the internet.

Teaching, research, and extension are integrated into a statewide network

IFAS's teaching, research, and extension functions integrate to form a statewide network of county extension offices, research and education centers, and academic partnership program sites. Exhibit 4 shows the location of IFAS facilities across the state. Funding for each of IFAS's functions is discussed in the next chapter.

IFAS's teaching, research, and extension functions provide various benefits to Florida's citizens. For example, IFAS agricultural research and education programs develop and teach agricultural clients, such as farmers and ranchers, improved crop and livestock production practices that can control pests, increase productivity and profitability, and protect the environment. IFAS family and consumer sciences programs teach residents to improve nutrition and exercise habits and provide food safety training to protect public health. 4-H programs help Florida youth develop leadership, business, and money management skills. IFAS

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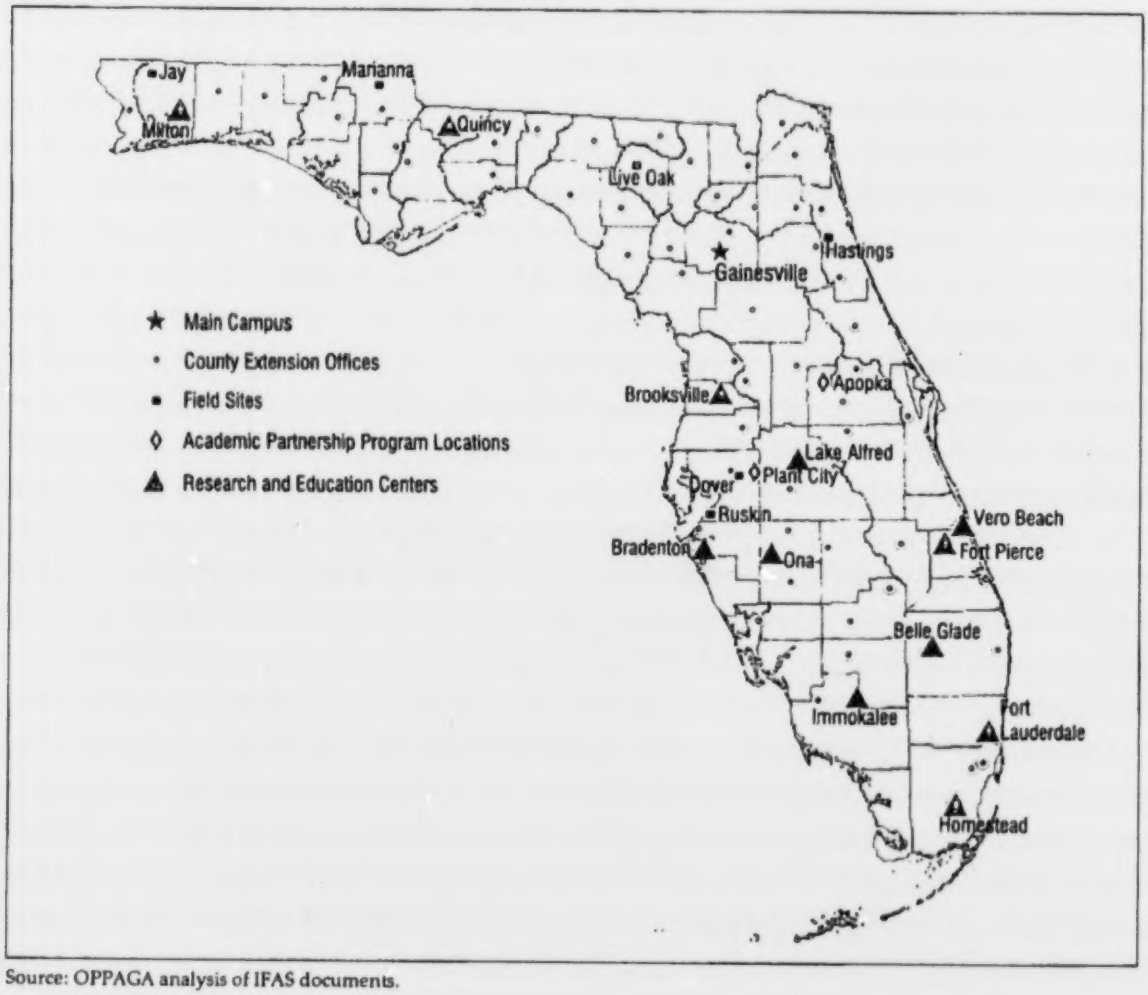
[7] The Sea Grant Extension Program is unique to coastal and Great Lakes states. The program is a national marine resources education program and is a component of the Florida Cooperative Extension Service. Through outreach, education, and technology transfer, the Florida Sea Grant Extension Program enhances the practical use and conservation of the state's coastal and marine resources to create a sustainable economy and environment. IFAS has 15 marine agents providing services to Florida's coastal counties.

natural resources programs promote preservation of the state's wildlife and encourage conservation of the state's natural resources.

Exhibit 4
The IFAS Network Serves Florida Citizens Statewide



Source: OPPAGA analysis of IFAS documents.

IFAS Staffing

In Fiscal Year 2000-01, IFAS had 2,318 full-time equivalent (FTE) employees (see Exhibit 5). IFAS faculty are often assigned joint responsibilities related to two or more functions. For example, most research faculty also have duties relating to teaching or extension.

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Exhibit 5
IFAS Had 2,318 Full-Time Equivalent Positions in Fiscal Year 2000-01

	Faculty	Administrative, Professional, and Support Personnel[1]	Total
Research	401	881	1,282
Extension[2]	422	186	608
Teaching	152	98	250
Administration	7	87	94
Physical Plant	--	84	84
Total	982	1,336	2,318

[1]Includes administrative and professional employees in the university support personnel system.
[2]Extension faculty figure includes 275 county agents.
Source: IFAS data.

Volunteers also contribute to the achievement of the IFAS mission. County extension offices rely on trained volunteers to assist with program delivery and the dissemination of information. The master gardener program, which trains and certifies individuals in home horticulture, is one of IFAS's most widely implemented volunteer programs. In Fiscal Year 2000-01, 58,916 volunteers contributed 2.6 million hours to IFAS.

IFAS Partners

IFAS implements its programs and services through partnerships with federal, state, and local entities.

USDA provides federal leadership and funding for IFAS programs

The United States Department of Agriculture (USDA) serves as the primary federal link for cooperative programming in food and agricultural sciences. The USDA's Cooperative State Research Education and Extension Service plays a major role in the administration of federal funds and the coordination of national agricultural land grant activities. This entity provides national leadership in setting research and education priorities and also administers formula and grant funds appropriated for agricultural research, extension, and higher education. Although the Cooperative State Research Education and Extension Service does not exercise authority over land grant institutions, it does have oversight responsibilities and authority for funds channeled to land grant institutions. The service's partnership with land grant institutions, such as the University of Florida, is critical to the effective sharing, planning, delivery, and accountability for teaching, research, and extension programs.

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FAMU is a state partner in teaching, research, and extension

Florida Agricultural and Mechanical University (FAMU), which serves as the state's only other land grant university, is a state programmatic partner. FAMU achieves its land grant mission of teaching, research, and extension through its College of Engineering Sciences, Technology, and Agriculture (CESTA).

Although the overall missions of IFAS and CESTA are the same, CESTA focuses its extension efforts on small farmers and limited resource clients who would not typically seek extension services provided using traditional means. CESTA, which operates in fewer counties than IFAS, currently employs staff in four county extension offices and provides services in a total of 13 counties. Appendix B shows the total CESTA staffing and budget for Fiscal Year 2000-01.

IFAS and CESTA coordinate planning and implementation of their extension programs and collectively report to the United States Department of Agriculture. IFAS and CESTA also partner in their teaching and research functions. The universities have a "two-plus-two" program in forestry, which requires students to spend two years at each institution, and a joint doctoral program in entomology. [8] The two universities also conduct joint research projects in limited subject areas.

County governments are local partners in the Florida Cooperative Extension Service

At the local level, Florida's county governments are significant contributors to the extension function. Each county has at least one cooperative extension office. [9] The counties pay for some salaries and all travel, operating capital, and other expenses for their respective county extension offices, including the maintenance and acquisition of vehicles. [10] The counties also provide space and maintenance of the office buildings housing the extension offices. Advisory committees made up of county citizens provide input into the selection and implementation of educational programs to meet local needs.

IFAS conducts multi-state activities with other land grant institutions

Due to USDA funding requirements, IFAS partners with other land grant institutions to achieve its mission. [11] For example, IFAS is involved in multi-state research projects with Florida Agricultural and Mechanical University, University of Georgia, Michigan State University, and Texas Agricultural and Mechanical University.

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[8] In the two-plus-two program, the student attends classes at FAMU for two years and then attends classes at the University of Florida to obtain a bachelor's degree. In the joint doctoral program, the student attends classes at both universities and both universities' names appear on the diploma. CESTA and IFAS do not generally offer the same degrees; the joint doctorate degree in entomology is the only exception.

[9] Miami-Dade County has three branch offices in addition to its main extension office. The extension program also operates an office to serve the Seminole Tribe of Florida. Through a grant from USDA, IFAS provides one extension agent housed in facilities of the Seminole Tribe. IFAS administrators stated that the Seminole Tribe Extension Program has basically operated as a 68th county.

[10] Extension office expenses paid by counties may include the acquisition and maintenance of computer systems. In some instances, IFAS pays this cost.

[11] A portion of the funds distributed by USDA for research and extension programs at land grant institutions are earmarked for multi-state activities.

For some multi-state research projects, IFAS faculty are considered the primary investigators responsible for conducting and managing the research project, and thus the University of Florida is responsible for managing research funds and distributing funds to other universities. When IFAS faculty are not the primary investigators, the University of Florida is considered a subcontractor to the research project.

Further information regarding IFAS's interaction with state and federal agencies is presented in the chapter on state and federal agency interaction.

Chapter 3

What Are IFAS Funding Sources and Amounts?

IFAS funding is a complex mix of federal, state, local, and private funds. These include state general revenue, educational enhancement (lottery), and public education capital outlay (PECO) funds; federal formula funds; local government contributions; contracts and grants from various entities; donations from various private persons and entities; and self-generated revenue.

Exhibit 7 shows that the state is the largest contributor of funding to IFAS. In Fiscal Year 2000-01, the state, through legislative appropriations and agency contracts and grants, contributed 62.5%, or $145,932,545, of IFAS's total budget of $233,629,558. [12]

[12] This report uses Fiscal Year 2000-01 data for IFAS funding because it is the most recent year for which complete data is available for budget, expenditures, and funding sources.

Exhibit 7
State Sources Provided 63% of Funding for IFAS Fiscal Year 2000-01 Expenditures

Funding Source/ Type	Budget	Percentage of Total Budget	Expenditures	Percentage of Total Expenditures
STATE FUNDING				
General revenue	$129,159,990	55.3%	$127,439,072	55.9%
Lottery	5,453,450	2.3%	5,453,450	2.4%
Public education capital outlay (PECO)[1]	2,000,815	0.9%	2,000,815	0.9%
Contracts/Grants[1]	9,318,290	4.0%	9,318,290	4.1%
State Funding Total	**$145,932,545**	**62.5%**	**$144,211,627**	**63.3%**
FEDERAL FUNDING				
Formula funds	$7,569,923	3.2%	$7,217,082	3.1%
Contracts/Grants[1]	22,927,710	9.8%	22,927,710	10.1%
Federal Funding Total	**$30,497,633**	**13.0%**	**$30,144,792**	**13.2%**
LOCAL FUNDING				
County contributions[1,2]	$24,928,338	10.7%	$24,928,338	10.9%
Contracts/Grants[1]	655,134	0.3%	655,134	0.3%
Local Funding Total	**$25,583,472**	**11.0%**	**$25,583,472**	**11.2%**
PRIVATE FUNDING				
Donations (SHARE)[1]	$10,156,185	4.3%	$10,156,185	4.5%
Contracts/Grants[1]	5,072,606	2.2%	5,072,606	2.2%
Private Funding Total	**$15,228,791**	**6.5%**	**$15,228,791**	**6.7%**
SELF-GENERATED REVENUE				
Extension incidental[3]	$3,791,416	1.6%	$656,556	0.3%
Research incidental	1,084,044	0.5%	547,109	0.2%
Self-Generated Revenue Total	**$4,875,460**	**2.1%**	**$1,203,665**	**0.5%**
OTHER FUNDING SOURCES [4]				
Contracts/Grants[1]	$11,511,657	4.9%	$11,511,657	5.1%
Other Funding Sources Total	**$11,511,657**	**4.9%**	**$11,511,657**	**5.1%**
FUNDING TOTAL	$233,629,558	100.0%	$227,884,004	100.0%

[1] In order to show the full funding picture for some types of funding, we used actual expenditure figures to substitute for budget figures. Therefore, expenditures match budget in these situations. This was due to the nature of the type of funding. For example, contract and grants funds may be obtained for multiple years and are not budgeted to a particular year.

[2] Counties contribute funding for some salaries, and all travel, operating capital, and other expenses at county extension offices, including the maintenance and acquisition of vehicles. These figures do not include the value of any in-kind services provided by counties. County in-kind services include space and maintenance of the office buildings housing the extension offices.

[3] This includes $2,500,000 in non-recurring tobacco settlement funds placed in the IFAS extension incidental fund. Although IFAS was instructed to place these funds in this category, these funds are not revenue and were not self-generated. The settlement funds will be issued as grants to assist growers in developing alternate crops.

[4] This is composed of contracts and grants that cannot be categorized into state, local, federal, or private source types. For example, contracts and grants from other states and out-of-state universities could not be categorized as state, local, federal, or private source types.

Source: OPPAGA analysis of IFAS data.

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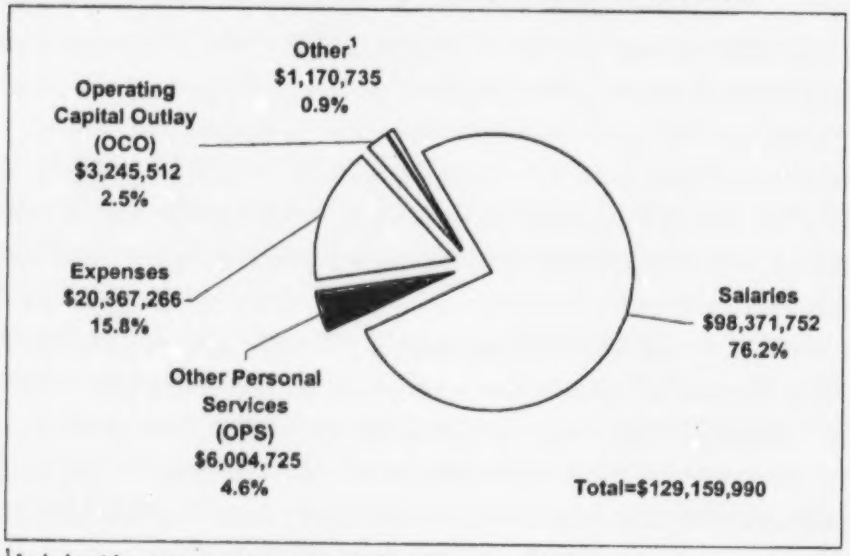
General Revenue. In Fiscal Year 2000-01, state general revenue accounted for $129,159,990 or 55.3% of the total IFAS budget ($233,629,558). [13] The majority of general revenue funds are allotted to salaries and benefits (see Exhibit 8). Appendix C provides additional detail on IFAS's general revenue budget and expenditures.

Exhibit 8
IFAS Allots 76% of General Revenue Funding to Salaries and Benefits



[1] Includes risk management insurance and data processing services.

Source: OPPAGA analysis of IFAS data.

Educational Enhancement Funds. IFAS receives state lottery funds for salaries and benefits of research staff. In Fiscal Year 2000-01, IFAS received $5,453,450 in funding from educational enhancement (lottery) funds.

Public Education Capital Outlay (PECO). IFAS also receives PECO funds for facilities construction and maintenance. In Fiscal Year 2000-01, IFAS received $2,000,815 from PECO funding.

Federal Formula Funds. IFAS receives federal formula funds from the United States Department of Agriculture for its research and extension activities. The USDA distributes a portion of these funds equally among all states. The remainder is based in part on each state's ratio of rural and farm population to the nation's total rural and farm population, and in

[13] The $129,159,990 in general revenue comprises both funds directly appropriated to IFAS for research, extension, administration, and facilities, and teaching funds that were allocated through the University of Florida's education and general funds.

part based on each state's multi-state research effort. [14] IFAS received $7,569,923 in federal formula funds for Fiscal Year 2000-01, with $3,354,125 allocated to research and $4,215,798 allocated to extension.

Local Contributions. IFAS has at least one extension office in each of Florida's 67 counties. [15] IFAS pays for some salaries and all professional development, publications, and postage for the county extension offices. [16] The individual county governments pay for some salaries, and all travel, operating capital, and other extension office expenses, including the acquisition and maintenance of vehicles. [17] County contributions for extension offices totaled $24,928,338 in Fiscal Year 2000-01. The counties also provide space and maintenance of the office buildings housing the county extension offices. IFAS does not track the monetary value of in-kind services (office facility space and maintenance); therefore, IFAS has no information available as to the total value of county contributions.

Contracts and Grants. IFAS also receives funding from contracts and grants to support its programs. As shown in Exhibit 9, the majority of these contracts and grants come from federal agencies, with the remainder from state agencies, private corporations, and foundations and societies. In Fiscal Year 2000-01, these outside entities awarded IFAS $59,246,888 in contracts and grants. Sources of revenue for IFAS expenditures for Fiscal Year 2000-01 included $49,485,397 from contracts and grants. [18]

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[14] These funds are deposited into state trust funds (the University of Florida Agricultural Experiment Station Federal Grant Trust Fund and the University of Florida Agricultural Extension Service Federal Grant Trust Fund).

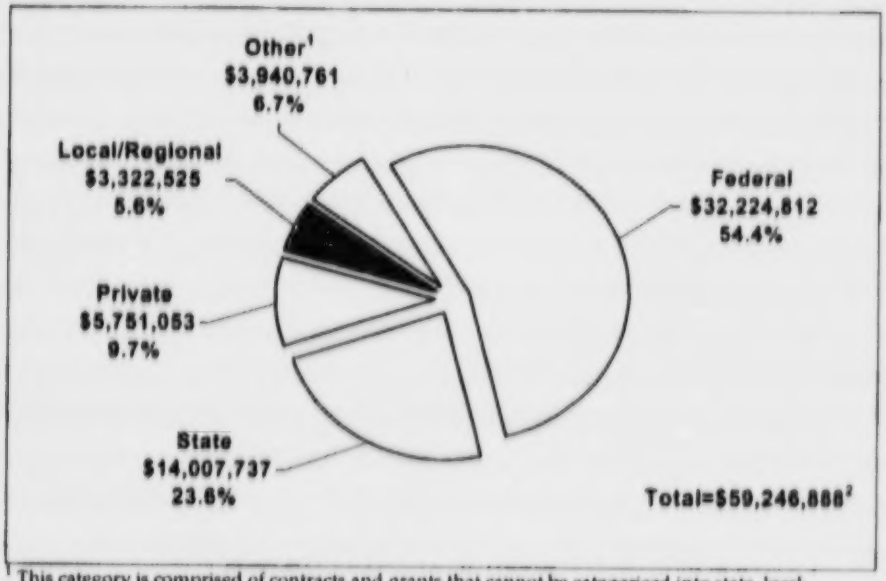
[15] Miami-Dade County has three branch offices in addition to its main extension office. The extension program also operates an office to serve the Seminole Tribe of Florida.

[16] According to IFAS administrators, counties occasionally contribute toward postage expenses. Generally, IFAS pays this cost.

[17] Extension office expenses paid by counties may include the acquisition and maintenance of computer systems. In some instances, IFAS pays this cost.

[18] Although IFAS was awarded $59,246,888 in contracts and grants in Fiscal Year 2000-01, this figure differs from its $49,485,397 in contract and grant expenditures for two reasons. First, contracts and grants may be awarded for multiple years and are budgeted over the period of the contract. Second, contracts and grants are generally awarded in one year and budgeted in subsequent years.

Exhibit 9
Federal Agencies Provided the Majority of Contract and Grant Awards to IFAS for Fiscal Year 2000-01



[1] This category is comprised of contracts and grants that cannot be categorized into state, local, federal, or private source types, such as contracts and grants from other states and out-of-state universities.

[2] Includes funding that IFAS will pay to other universities for multi-state research projects and funding that IFAS receives from other universities for multi-state research projects.

Source: OPPAGA analysis of IFAS data.

Private donations. In addition to $5.8 million in contracts and grants from private sources, private entities donated $20,726,220 to IFAS in Fiscal Year 2000-01. IFAS budgeted and spent $10,156,185 of the $20,726,220 during the fiscal year, with the remaining private contributions budgeted for future fiscal years. These funds (termed Special Help for Agricultural Research and Education or SHARE) include support from various donors including alumni and parents, organizations and associations, corporations, and foundations.

Self-generated revenue. IFAS also generates revenue from the sale of goods and services, rent, fees, interest, and royalties. These funds are referred to as incidental funds. In Fiscal Year 2000-01, IFAS was budgeted $2,375,460 from self-generated revenue.[19] This revenue comes from services centrally managed by the university, such as diagnostic services,

[19] This does not include $2,500,000 in non-recurring tobacco settlement funds placed in the IFAS extension incidental fund. Although IFAS was instructed to place these funds in this category, these funds are not revenue and were not self-generated. The settlement funds will be issued as grants to assist growers in developing alternate crops.

publications, and facility rentals; royalties from research patents; interest; and refunds. [20]

Allocations to IFAS Functional Areas

Exhibit 10 shows the allocation of funding among IFAS's three primary functions of research, extension, and teaching. The research function receives the largest allocation of IFAS's budget (49.2%) followed by the extension function (30.5%).

Exhibit 10
The IFAS Research Function Received the Largest Budget Allocation in Fiscal Year 2000-01

Function	Budget	Percentage of Total Budget	Expenditures	Percentage of Total Expenditures
Research	$114,904,971	49.2%	$114,024,261	50.0%
Extension	71,286,610	30.5%	67,633,708	29.7%
Teaching	22,355,383	9.6%	22,266,439	9.8%
Total allocated by function	**208,546,964**	**89.3%**	**203,924,408**	**89.5%**
Indirect costs[1]	25,082,594	10.7%	23,959,596	10.5%
Total	$233,629,558	100.0%	$227,884,004	100.0%

[1] Indirect costs consist of funding allocations for administration and facilities construction and maintenance.

Source: OPPAGA analysis of IFAS data.

As shown in Exhibit 11, the research function receives the largest allocation of IFAS general revenue funding (48.5%).

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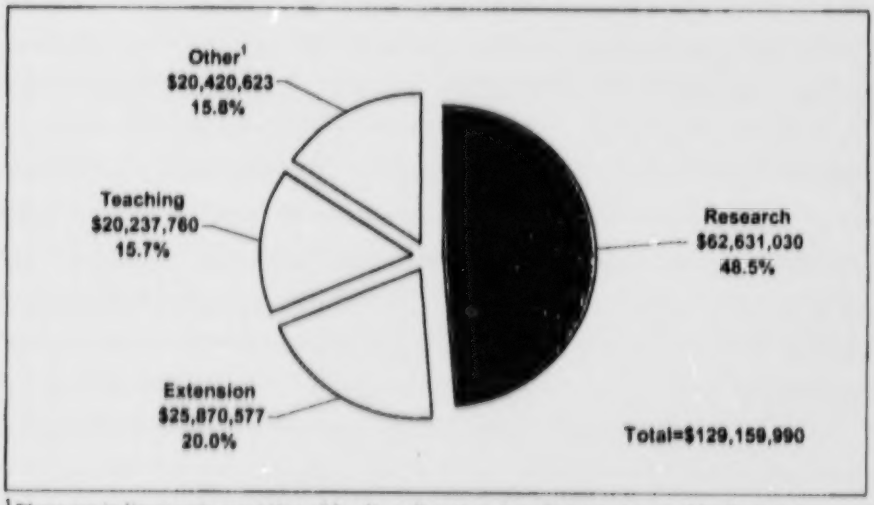
[20] This does not include fees for services that were collected and retained by counties.

Exhibit 11
The IFAS Research Function Received the Largest General Revenue Allocation in Fiscal Year 2000-01



[1] These are indirect costs consisting of funding allocations for administration and facilities construction and maintenance.

Source: OPPAGA analysis of IFAS data.

Appendix D provides more detailed financial information on budget and expenditures for each function. Appendix E illustrates the IFAS system, including the distribution of funding for Fiscal Year 2000-01.

Chapter 4

How Does IFAS Interact With Other Agencies?

IFAS regularly interacts with various state and federal agencies.

State agencies. Several Florida state agencies rely on IFAS to provide research and educational services. Through a review of IFAS contracts and grants and surveys of agencies, we identified 14 agencies that interact with IFAS to varying degrees. [21] Appendix F shows these agencies and summarizes their interaction with IFAS.

State agencies often contract with IFAS for services

In many cases, agencies contract with IFAS for specific services (see Appendix F). [22] These contracts and grants accounted for $14,007,737, or 23.6%, of IFAS's total contracts and grants awards for Fiscal Year 2000-01 ($59,246,888). Examples of agency contracts with IFAS are discussed below.

- The Department of Children and Families contracts with IFAS to deliver nutrition education to food stamp recipients. IFAS has an extension office in every Florida county with staff trained in the delivery of educational programs dealing with health and nutrition. According to department administrators, by contracting with IFAS, the department ensures that clients in every county have access to the information.
- The Department of Agriculture and Consumer Services contracts with IFAS to perform numerous services relating to pesticides, entomology and pest control, aquaculture, forestry, agricultural marketing, and plant industry. For example, IFAS performs testing for all persons applying for restricted-use pesticide applicator licenses. IFAS also is the department's primary source for providing training courses for licensed pesticide applicators to earn Continuing Education Units for license re-certification and renewal.

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[21] The 14 agencies are the Agency for Workforce Innovation; the Departments of Agriculture and Consumer Services, Business and Professional Regulation, Children and Families, Citrus, Community Affairs, Education, Elder Affairs, Environmental Protection, Health, Military Affairs, and Transportation; the Fish and Wildlife Conservation Commission; and Enterprise Florida, Inc. Enterprise Florida, Inc., is a public-private partnership created by the Legislature to serve as the state's principal economic development organization.

[22] The funds for these contracts and grants are appropriated by the Legislature. Through a competitive bid process, the agency solicits bids for selected research and educational services. IFAS then submits bids to those requests. If IFAS is successful in its bid, a contract or grant is written specifying a period of time and amount of funds.

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- The Department of Environmental Protection has several contracts with IFAS. IFAS assists the department in developing best management practices for reduction of agricultural pollutants, providing outreach through the Florida Yards and Neighborhoods Program and performing research activities on matters including domestic wastewater residuals, potential nutrient impacts from the land application of residuals, and invasive plant management.
- The Department of Elder Affairs contracts with IFAS to provide lesson plans and nutrition education materials for education of congregate meal site and home-delivered meal participants, as well as nutrition education and training materials for nutrition professionals and nutrition provider staff. IFAS also developed manuals for recommended uniform food handling procedures for providers and monitoring instruments for area agencies. In addition, IFAS provides nutrition education, food safety expertise, consultation and technical assistance to the department's Area Agencies on Aging and service providers.

Other agencies use IFAS to provide services on a non-contractual basis

In other cases, agencies do not contract with IFAS, but IFAS provides a service to or on behalf of the respective agency. For example, IFAS is one of several hundred providers of the food service employee training for the Department of Business and Professional Regulation.[23] The department does not provide any funding to IFAS or the other providers. Instead, to help recover the costs of conducting the training, IFAS collects a fee from participants of its training sessions.

IFAS services are complementary rather than duplicative of other agency activities

We found no evidence of duplication of services between IFAS and other state agencies. Our reviews of IFAS and state agency documents, agency survey, and interviews with IFAS administrators and staff did not identify any instances where IFAS provided substantially similar services to other agencies. Several state agency administrators said that their agencies contract with IFAS to complement their own services or to administer service on behalf of the agency. Most of the state agencies responding to our survey said that they use IFAS to provide services for several reasons, including that they believed that IFAS has extensive training and expertise in the area, that IFAS is more accessible to the public, and that contracting with IFAS compensated for a lack of resources within the agency to provide the service itself. Thus, we concluded that the services that IFAS provides are complementary to the activities and mission of other state agencies.

Federal Agencies. IFAS's primary interaction with the federal government is through the United States Department of Agriculture's Cooperative State Research Education and Extension Service. This entity plays a major role in the funding and coordination of national agricultural

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[23] Section 509.049, *Florida Statutes*, requires that all food service employees receive task specific food safety training upon employment.

land grant activities. It administers formula funds as well as United States Department of Agriculture (USDA) grant funds appropriated for agricultural research, extension, and higher education.

IFAS also interacts with federal agencies through contracts and grants. In addition to recurring federal formula funds, land grant institutions receive federal funding from special USDA grants earmarked by Congress for specific institutions; competitive grants awarded and administered by the USDA; and other research grants or cooperative agreements awarded by federal agencies.

IFAS receives contracts and grants from various federal agencies

In Fiscal Year 2000-01, IFAS was awarded $32,224,812 in contracts and grants from federal agencies (54.4% of the total IFAS contract and grant awards for the fiscal year). The awarding agencies included the Environmental Protection Agency, the National Aeronautics and Space Administration, the United States Army, the Food and Drug Administration, the National Science Foundation, and the Departments of Agriculture, Commerce, Energy, and the Interior.

Through these awards and agreements, IFAS participates in some major national initiatives. For example, IFAS, along with the Florida Agricultural and Mechanical University, administers the Expanded Food and Nutrition Education Program (EFNEP) for the USDA in Florida. EFNEP is a national outreach program that currently operates in all 50 states and is administered in this state by the Florida Cooperative Extension Service. The program is designed to assist limited resource audiences in adopting nutritionally sound diets and contribute to their personal development and the improvement of the total family diet and nutritional well-being. EFNEP targets two primary audiences: adults with infants or young children and youth of school age. Adult clients are taught a series of 10 to 12 lessons focused on basic nutrition, food buying skills, menu planning, and management of available resources including food stamps. The curricula for youth focus on nutrition knowledge, food preparation skills, and food choices in a variety of settings.

IFAS also administers the Family Nutrition Program in Florida, which is a collaborative effort between IFAS, the USDA, the Florida Department of Children and Families, and other state and local agencies. The program provides educational programs in food and nutrition to food stamp recipients and food stamp eligible individuals and families.[24] The program's target audiences include families with children, teen parents, senior citizens, homeless individuals, and disabled individuals.

Another example of federal interaction is the Subtropical Agriculture Research Service located in Brooksville. The USDA's Agriculture Research Service operates the beef cattle research facility, which also serves as one

[24] As of November 2001, 33 counties actively participated in the Family Nutrition Program.

of IFAS's research and education centers. IFAS provides 5.5 full-time equivalent positions for support of the facility.

Through such interaction with state and federal agencies, IFAS gains additional resources to provide services to citizens of the state. Such cooperation expands the reach of the program's resources.

Chapter 5

How Is IFAS Accountable for Performance Results?

An accountability system provides performance information that can be used by program managers to monitor progress toward goals and timely address any barriers to completing work as planned. An accountability system also provides measures of performance for legislators and other policymakers to assess whether the program is achieving its intended purpose. IFAS reports performance outcomes to decision makers at the federal, state, and local level, and this reported information is also available to other stakeholders and program managers.

IFAS reports on performance to federal, state, local, and program decision makers

At the federal level, IFAS must comply with the Agricultural Research, Extension, and Education Reform Act of 1998 in order to receive federal funds. The act requires land grant universities to develop plans of work to address critical research and extension issues. To comply with the act, individual IFAS staff members prepare plans of work at the beginning of the year and enter these into the Faculty Accomplishment System. The plans of work describe what each staff person plans to accomplish for the year. Once the plans of work are entered, IFAS prepares a summary report based on the plans of work and sends the report to the United States Department of Agriculture. At the end of the year, each staff member enters accomplishments into Faculty Accomplishment System. IFAS also submits a summary of these accomplishments to the USDA, program managers, legislators, and other stakeholders.

Currently, the Faculty Accomplishment System only provides annual reports and does not provide interim progress reports to managers. However, staff is currently making enhancements to the system. IFAS administrators estimate that these enhancements will be complete and interim performance reports will be available to managers by the end of 2002.

At the state level, IFAS reports to the Legislature and other stakeholders through the long-range program plan for the State University System. With one exception, the General Appropriations Act and Implementing Bill for Fiscal Year 2001-02 require IFAS to report on performance using legislative performance measures that are aggregated with those for the State University System. [25] These measures assess a variety of State

[25] The General Appropriations Act for Fiscal Year 2001-02 lists one measure for the State University

University System performance areas, including graduation and retention rates, level of student wages after graduation, amount of externally generated research funds, and numbers of articles published in a scientific journal. [26] The General Appropriations Act and Implementing Bill contained one measure that specifically addresses the performance of IFAS -- the satisfaction of IFAS extension clients. Through its county extension offices, IFAS conducts client surveys for 20% of the counties each year and reports the survey results as the performance for this measure. [27]

At the local level, IFAS extension offices report on performance to county decision makers, such as county commissioners. County commissioners and administrators have established varying mechanisms for receiving performance information from their county extension offices. These mechanisms include establishing extension office performance measures, holding meetings with their county extension agents, or receiving written reports from their county extension agents.

System and references the Implementing Bill for the remaining measures. The Implementing Bill for the Fiscal Year 2001-02 General Appropriations Act incorporated performance measures for the State University System by referencing another document (*Florida's Budget 2001 Agency Performance Measures and Standards Approved by the Legislature for Fiscal Year 2001-02*). The latter document lists one measure for IFAS (*the percentage of public service projects in which the beneficiary is satisfied or highly satisfied with the extension assistance*) and aggregates IFAS performance with that of the rest of the State University System in other performance areas.

[26] The Council for Education Policy Research and Improvement is currently reviewing the issue of university research outcomes, and this study may result in recommendations for different research outcome measures for the State University System. The council was directed by the Florida Legislature to conduct a study of research centers and institutes supported with state funds to assess the return on the state's investment in research. The study is to be completed by January 2003. In the council's background and issues paper dated January 2002, the question is raised "Are there appropriate performance and accountability measures for centers and institutes?" According to the council's draft study plan, "Approaches and concepts for measuring and enhancing faculty productivity will be included in the draft summary."

[27] At the end of five years, a sample of customers in all counties has had an opportunity to comment on IFAS's extension program.

Chapter 6

What Actions Can IFAS Take to Limit Its Reliance on General Revenue Funding?

Fulfilling federal requirements has led to a broad IFAS mission. Over time, the USDA has required services other than the initial program emphases on agriculture, home economics, and rural energy. The current IFAS mission has become expansive, encompassing rural, urban, national, and even global issues. This broad mission enables IFAS to justify a wide variety of activities. For example, in addition to teaching improved agricultural production methods, researching plant and animal diseases, and assisting farmers with controlling pests, IFAS provides 4-H clubs and youth development activities, services for the aquaculture industry, food safety training, and programs in forestry, natural resource conversation, money management, and environmental horticulture.

IFAS is heavily dependent on limited state general revenue funds to support its mission. General revenue funding accounted for 55.3% of IFAS's $233,629,558 budget in Fiscal Year 2000-01. [28] Continuing to fund the broad IFAS mission creates an economic dilemma for the state, which faces numerous competing needs for limited general revenue funds. Economic downturns have increased the need to find alternative funding sources and reduce operating costs when possible.

IFAS's ability to generate additional revenue is severely constrained by federal regulations. However, we identified two strategies that IFAS should use to help reduce its reliance on general revenue funding:

- increase user fees to recover service costs to the maximum level allowed by federal regulations and
- continue to consolidate operations as feasible.

[28] This report uses Fiscal Year 2000-01 data for IFAS funding because it is the most recent year for which complete data is available for budget, expenditures, and funding sources.

Increasing user fees sufficiently to recover allowable costs

IFAS offers programs and services that many general taxpayers neither use nor benefit from directly. For example, although programs such as food safety training indirectly benefit the public through these programs' contribution to public health and safety, these programs more directly benefit the persons attending the training or their employers. By attending training, these persons become eligible for certification to comply with state regulations, which enhances their ability or their employers' ability to earn revenue. Programs such as diagnostic tests may indirectly benefit the general public through diagnosis of agricultural plant diseases or soil deficiencies, but these tests more directly benefit the farmers requesting the tests. Cost recovery-based user fees represent a more equitable way than general revenue to support some of IFAS's programs.

Federal regulations limit IFAS's ability to charge user fees

However, federal guidelines for extension programs limit the extent to which IFAS can charge fees to cover the full cost of its services. Fees may be charged only to cover some costs for extension programs. According to USDA, federal law does not intend for state extension programs to be self-supporting, and user fees may not be charged to augment the operational cost of extension programs in substitution of state appropriations. However, fees may be charged for incidental costs associated with conducting workshops and for non-educational services such as soil and water tests. Revenue generated from such fees must be used to support extension activities.

IFAS should more systematically assess the sufficiency of fees

Although extension programs are not intended to be fully self-supporting, IFAS could take additional steps to ensure that fees cover program costs to the extent possible by establishing procedures to periodically assess the sufficiency of user fees in covering costs allowed by federal regulations.

IFAS charges fees for some of its programs and services but does not require periodic cost analyses to determine whether these fees should be modified to better cover incidental and non-educational costs, as allowed by federal provisions. Examples of IFAS fees include fees for training sessions, diagnostic services (i.e., soil and water tests), and facility rentals.[29] IFAS also charges fees for many of its publications.[30]

Some user fees are controlled by IFAS while counties set others. Fees for services centrally managed by the university, such as diagnostic services, publications, facility rentals, and food safety training, are standard across

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[29] Facility rentals are for a variety of short-term purposes, such as University of Florida projects and conferences, weddings, church meetings, and other community activities.

[30] Some publications are available on-line free of charge.

the state. In Fiscal Year 2000-01, IFAS reported $803,039 in user fee revenue from extension-related programs and services. [31] Fees set by counties are for services planned and implemented by county extension offices. These fees are to cover incidental costs for services such as pesticide applicator training and youth camps. [32] These fees are not standardized and are not included in IFAS revenue figures. [33] These fees are considered county revenues rather than IFAS revenues. County extension directors are responsible for ensuring that proper fiscal procedures are followed in managing these funds and also are required to assign oversight responsibility to an advisory committee.

IFAS departments are inconsistent in how often they evaluate the sufficiency of user fees

IFAS currently has no uniform and systematic practice of evaluating fee sufficiency for fees it controls. Fees for diagnostic services are established by various IFAS departments, which have their own methods for determining when fees should be modified. Because IFAS has no written requirement to periodically evaluate fees for sufficiency, user fees for programs such as diagnostic services are evaluated at varying intervals. For example, a committee annually reviews the fees charged by the Everglades Soil Testing Laboratory, while fees charged by the Florida Extension Plant Disease Clinic have not been reviewed since 1998. A more consistent system for evaluating the sufficiency of user fees could help ensure that IFAS's fees are modified properly to generate revenue to offset the increasing cost of providing services.

We could not directly compare the fees charged by IFAS to those charged by comparable entities in other states because services vary widely among the states. [34] However, several state land grant institutions have developed a practice of routinely analyzing their costs to determine whether fees could be adjusted to better cover the cost of services. For example, Massachusetts has written policies for establishing and modifying fees for services. In Pennsylvania, diagnostic fees are reviewed every year and modified to adjust for inflationary increases in the cost for

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[31] Although our earlier budget figures show that IFAS generated a total of $2.4 million in Fiscal Year 2000-01, this figure differs from the $803,039 for two reasons. First, the $803,039 is only for user fees and does not include revenue from interest, royalties, and refunds. Second, the $2.4 million was the amount of self-generated revenue budgeted in Fiscal Year 2000-01. Self-generated revenue is earned in one year and then budgeted in the next.

[32] Counties set fees for certain 4-H and youth programs such as day camps. The amount of these fees varies by county and revenues collected are kept at the county level to support the cost of the program. Counties also collect fees for residential 4-H camps held at designated camping facilities across the state, but the level of the fees is set by the state 4-H office and the fees are sent to the camp managers once collected. Counties have the option of charging and retaining a small fee to cover the cost of transportation to the camps.

[33] Revenue from user fees collected by counties supports county office budgets and is not reported to IFAS. Decisions about the provision of most extension programs are made at the county level, including whether to charge fees and the level of the fees charged. County extension staff consults with advisory committees of local citizens to determine the educational needs of the local public. These committees determine which programs should be implemented and the amount to budget for such programs. County extension office budgets are subject to approval by elected county officials.

[34] Services, programs, and types of diagnostic tests tend to reflect the differing needs of each state. For example, standard soil tests in Georgia report the concentration of manganese and zinc, whereas standard soil tests in Florida do not cover these elements.

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providing services. We believe that IFAS should establish a similar practice, which could help reduce its need for general revenue funding.

Consolidating operations to improve efficiency

The second opportunity for IFAS to reduce its need for general revenue is to continue to consolidate operations and staffing. In recent years, IFAS has taken steps to consolidate its operations. These include appointing new extension agents to multi-county duties when feasible and consolidating some of its research education centers and sites. These efforts should continue. However, IFAS needs to finish developing more detailed plans for consolidating facilities.

In recent years, IFAS has generally required newly hired county extension agents to serve more than one county, although they are housed in and assigned to one county. In this manner, IFAS is attempting to increase its efficiency and effectiveness by hiring more specialized faculty that can meet specific needs in more than one county. IFAS has also consolidated some of its research centers and sites. In Fiscal Year 2001-02, IFAS closed two of its research locations (a research education center and a research site).[35] IFAS also downgraded one of its research education centers to a research site. This consolidation also enabled IFAS to reduce the number of center directors by two positions.

An IFAS manager stated that IFAS plans to continue consolidating research centers and sites. He said that IFAS ultimately would have approximately seven large regional centers for experimentation and research. Managers and faculty will be located at the regional centers and they will travel to the sites as needed to conduct research. Consolidating centers and sites should help IFAS reduce its costs, such as annual repair and maintenance costs and long-term capital improvement costs.

However, IFAS is still in the process of developing a more comprehensive long-term plan for consolidating its research sites. Ideally, prior to closing any research locations, IFAS administrators should develop criteria for assessing the current locations and a comprehensive consolidation plan. These criteria and plans are critical to ensure that important elements are not overlooked and that issues are addressed in a timely manner and in order of priority. For example, a good facility consolidation plan should consider

- the number of regional centers to be established and the optimum locations for these sites;

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[35] A research site is a field location where research is conducted on items such as crops and pest control methods. A research center contains offices for the researchers and center management and may also include fields for experimentation.

- the specific centers and sites to be closed and estimated milestones for each closing;
- the costs of closing each location;
- analyses of client needs for services currently provided at each center and site and how the services will be provided by the new consolidated regional centers;
- the impact of consolidation on staff and clients; and
- the benefits of closing each site, such as calculations of long-term maintenance, staffing, and operating costs avoided.

IFAS plans for facility consolidation are incomplete

IFAS appointed a task force in February 2001 to evaluate its research center operations. [36] The task force recommended consolidating some of the smaller centers with nearby larger ones. In June 2001, IFAS initiated a follow-up review and issued a report on the review in December 2001. The follow-up review report encouraged IFAS to adopt the general reorganization strategy proposed by the initial task force of reorganizing the research center system into fewer regional centers. The report stressed the need for more discussion and elaboration on the elements and specifics of the reorganization. Neither the initial task force report nor the follow-up report identified criteria for consolidating sites or other specifics, such as number of sites to close, their locations, and costs and benefits of closings.

IFAS managers stated that they are working toward developing a plan that provides detail on consolidations. However, they do not have a specific time frame for completing the plan. To make critical information available when needed, we believe IFAS should complete a plan by the end of October 2002. This would allow the plan to be considered by the 2003 Legislature.

Conclusions and recommendations

To be able to fulfill the broad IFAS mission yet reduce its need for general revenue funding, IFAS administrators should take additional steps to ensure that fees cover program costs to the extent possible and consolidate operations as feasible. We recommend that IFAS take the actions listed below.

- To ensure that current fees adequately cover program costs to the extent allowed by federal regulations, IFAS should establish written requirements for periodic cost analyses of specific services to determine whether fees should be modified. These requirements should address the items to be considered in conducting cost analyses and the set time periods at which staff will evaluate fee sufficiency.

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[36] *University of Florida, Institute of Food and Agricultural Science (UF/IFAS) Research and Education Center Review*, February 2001.

- IFAS should continue to develop its consolidation plan and complete a plan by the end of October 2002. The plan should include
  - the number of regional centers to be established and the optimum locations for these sites,
  - the specific centers and sites to be closed and estimated milestones for each closing,
  - the costs of closing each location,
  - analyses of client needs for services currently provided at each center and site and how the services will be provided by the new consolidated regional centers,
  - the impact of consolidation on staff and clients, and
  - the benefits of closing each site, such as calculations of long-term maintenance, staffing, and operating costs avoided.

Appendix A

Selected Federal Legislation Governing IFAS Programs

Beginning with the Morrill Act in 1862, Congress has passed various legislation establishing the role and responsibilities of land grant institutions. Key provisions of federal legislation affecting land grant institution role and responsibilities are summarized in Table A-1. [37]

Table A-1
Summary of Selected Federal Legislation Governing IFAS Programs

Legislation (Year)	Key Provisions
First Morrill Act (1862)	Granted each state public land to establish, endow, and support at least one public college to primarily teach subjects related to agriculture and mechanical arts.[1]
Hatch Act (1887)	Established agricultural experiment stations in each state, in connection with colleges established under the First Morrill Act, to conduct research for the benefit of the agricultural industry. Authorized the appropriation of federal funds to support the agricultural experiment stations. A portion of these funds is distributed equally among all states; some is distributed based on each state's ratio of rural and farm population to the nation's total rural and farm population; and some is distributed for multi-state research. Required states to provide matching funds.
Second Morrill Act (1890)	Required states to support the education of African Americans at public colleges whose primary subjects were related to agriculture and mechanical arts by allowing African Americans to attend existing land grant colleges or by establishing separate institutions for this purpose.[2]
Smith-Lever Act (1914)	Required agricultural colleges to carry out cooperative agricultural extension work in subjects relating to agriculture, home economics, and rural energy, in cooperation with USDA, to provide practical application of research knowledge to people in the community. Authorized the appropriation of federal funds to support agricultural extension work. A portion of these funds is distributed equally among all states, while some is distributed based on each state's ratio of rural and farm population to the nation's total rural and farm population. Required states to provide matching funds.

[37] Congress has modified, expanded and reaffirmed the role and responsibilities of the land grant system by passing legislation in addition to the laws outlined in this table.

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Legislation (Year)	Key Provisions
National Sea Grant College and Program Act (1966)	Authorized the establishment and operation of sea grant colleges and programs to provide education and research in fields relating to the development of marine resources.[3]
Rural Development Act (1972)	Established national rural development extension and research programs, small farm extension and research programs, and special grants programs to improve the economy and living conditions in rural America Authorized land grant institutions in each state to implement these programs by conducting extension and research activities in leadership development, entrepreneurship, business development, small farm production, management and marketing techniques, alternative enterprises, and job training. Authorized the appropriation of federal funds to support rural development programs. A portion of these funds is distributed equally among all states and some is distributed to support multi-state efforts. A portion is also distributed based on each state's ratio of rural and farm population to the nation's total rural and farm population.
National Agricultural Research, Extension, and Teaching Policy Act (1977)	Designated the USDA as the federal lead agency in agricultural research, extension, and teaching to improve coordination and planning in food and agricultural sciences. Established national initiatives for research and extension programs in areas such as human nutrition, food consumption, environmental conservation, aquaculture, forestry, natural resources, energy conservation, animal disease and health care, and new crop development. Authorized federal funds to provide grants to land grant institutions to carry out research and further education and training in promising new areas of food and agricultural sciences, as well as expand ongoing research programs.
Renewable Resources Extension Act (1978)	Expanded extension programs to include comprehensive education programs for forest and rangeland renewable resources addressing fish and wildlife, forest, range, and watershed management. Authorized the appropriation of federal funds to support extension programs for forest and rangeland renewable resources.
Agricultural Research, Extension, and Education Reform Act (1998)	Authorized federal funds for agricultural research, extension and education grants to support new initiatives in areas related to agricultural genome, food safety, food technology, new and alternative uses of commodities and products, agricultural biotechnology, and natural resource management. Encouraged the integration of research, extension, and educational activities, and the implementation of regional and multi-state programs. Required states to prepare a plan of work outlining how programs will be implemented to address the state's agricultural issues.

[1] The Institute of Food and Agricultural Sciences at the University of Florida was established as a result of this legislation. The Florida Agricultural College at Lake City, which was established in 1884, became the College of Agriculture of the University of Florida in 1906 and is now called the Institute of Food and Agricultural Sciences.

[2] The College of Engineering Sciences Technology and Agriculture at Florida Agricultural and Mechanical University resulted from this legislation.

[3] Currently known as the Sea Grant Extension Program, this program is administered by the National Science Foundation.

Source: OPPAGA review of federal legislation.

Appendix B

FAMU College of Engineering Sciences, Technology, and Agriculture Staffing and Budget

Florida has two land grant universities, the University of Florida and Florida Agricultural and Mechanical University (FAMU). FAMU achieves its land grant mission of teaching, research, and extension through its College of Engineering Sciences, Technology, and Agriculture (CESTA). For Fiscal Year 2000-01, CESTA had a total of 117 full-time equivalent positions (see Table B-1).

Table B-1
CESTA Had 117 Full-Time Equivalent Positions in Fiscal Year 2000-01

Function	Faculty	Administrative, Professional, and Support Personnel	Total
Research	26	23	49
Extension	8	11	19
Teaching	22	20	42
International Programs[1]	1	1	2
Administration	1	4	5
Total	**58**	**59**	**117**

[1] CESTA's international programs offer a degree in international agriculture and business, identify international development opportunities for faculty, and develop collaborative arrangements and conduct research with international partners.

Source: OPPAGA analysis of CESTA data.

CESTA derives its funding from general revenue, contracts and grants, federal formula funds, private donations, and contributions from counties. As shown in Table B-2, these sources provided a total of $14,794,020 in Fiscal Year 2000-01 funding for CESTA.

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Table B-2
CESTA Had a Budget of $14,794,020 in Fiscal Year 2000-01

Funding Source	Budget	Percentage of Total Budget
General Revenue	$ 6,047,657	40.9%
Contracts and Grants	5,754,002	38.9%
Federal Formula Funds	2,448,873	16.5%
Private Donations	533,312	3.6%
County Contributions	10,176	0.1%
Total	**$14,794,020**	**100.0%**

Source: OPPAGA analysis of CESTA data.

Table B-3 shows how this funding was distributed among the various CESTA functions. The research function receives the largest allocation of CESTA's budget (42%).

Table B-3
The CESTA Research Function Received the Largest Budget Allocation in Fiscal Year 2000-01

Function	Budget	Percentage of Total Budget
Research	$ 6,215,169	42.0%
Extension	2,121,933	14.3%
Teaching	4,636,321	31.3%
International Programs	113,418	0.8%
Administration	1,029,396	7.0%
Physical Plant	677,783	4.6%
Total	**$14,794,020**	**100.0%**

Source: OPPAGA analysis of CESTA data.

Appendix C

Fiscal Year 2000-01 IFAS General Revenue Budget and Expenditures

In Fiscal Year 2000-01, IFAS derived $129,159,990 (55.3%) of its $233,629,558 budget from general revenue. Table C-1 shows how IFAS budgeted and spent its general revenue funding. As shown in Table C-1, salaries and benefits account for the majority of IFAS general revenue funding (76.2% of total budget and 76.5% of total expenditures).

Table C-1
IFAS General Revenue Funding by Expenditure Category

Category	Budget	Percentage of Budget	Expenditures	Percentage of Expenditures
Salaries and Benefits	$98,371,752	76.2%	$97,467,302	76.5%
Other Personal Services (OPS)	6,004,725	4.6%	5,922,671	4.7%
Expenses	20,367,266	15.8%	19,776,462	15.5%
Operating Capital Outlay (OCO)	3,245,512	2.5%	3,102,402	2.4%
Other[1]	1,170,735	0.9%	1,170,235	0.9%
Total General Revenue Funding	**$129,159,990**	**100.0%**	**$127,439,072**	**100.0%**

[1] Includes risk management insurance and data processing services.

Source: OPPAGA analysis of IFAS data.

Table C-2 shows the Fiscal Year 2000-01 IFAS general revenue budget and expenditures by functional area. As shown in Table C-2, the research function accounts for the largest portion of IFAS general revenue funding (48.5% of total budget and 48.9% of total expenditures).

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Table C-2
Fiscal Year 2000-01 IFAS General Revenue Budget and Expenditures by Functional Area

Functional Area	Budget	Percentage of Budget	Expenditures	Percentage of Expenditures
Research	$62,631,030	48.5%	$62,374,787	48.9%
Extension	25,870,577	20.0%	25,617,844	20.1%
Teaching	20,237,760	15.7%	20,148,816	15.8%
Facilities	11,511,809	8.9%	11,303,795	8.9%
Administration	8,908,814	6.9%	7,993,830	6.3%
Total General Revenue Funding	**$129,159,990**	**100.0%**	**$127,439,072**	**100.0%**

Source: OPPAGA analysis of IFAS data.

Appendix D

IFAS Budget and Expenditures

		Expenditure Categories					
Funding Source	Total Budget	Salaries and Benefits	Other Personal Services (OPS)	Expenses	Operating Capital Outlay	Other[1]	Total Expenditures
RESEARCH FUNCTION							
General Revenue	$62,631,030	$52,535,188	$2,552,317	$5,481,178	$1,806,104		$62,374,787
Lottery	5,453,450	5,453,450					5,453,450
Contracts/Grants[2, 3]	36,975,588	5,771,257	10,212,834	10,155,325	2,114,545	$8,721,627	36,975,588
Federal Formula	3,354,125	2,308,696	225,544	657,841	74,512		3,266,593
Incidental	1,084,044		48,705	448,123	50,281		547,109
SHARE[2, 4]	5,406,734					5,406,734	5,406,734
Research Total	$114,904,971	$66,068,591	$13,039,400	$16,742,467	$4,045,442	$14,128,361	$114,024,261
EXTENSION FUNCTION							
General Revenue	$25,870,577	$23,114,232	$764,139	$1,331,265	$408,208		$25,617,844
Contracts/Grants[2, 3]	10,247,159	5,663,755	1,497,620	1,823,362	227,802	$1,034,620	10,247,159
Federal Formula	4,215,798	2,729,366	140,494	1,040,163	40,466		3,950,489
Incidental[5]	3,791,416		205,204	416,486	34,866		656,556
County[2, 6]	24,928,338	19,092,973	229,648	4,930,801	674,916		24,928,338
SHARE[2, 4]	2,233,322					2,233,322	2,233,322
Extension Total	$71,286,610	$50,600,326	$2,837,105	$9,542,077	$1,386,258	$3,267,942	$67,633,708
TEACHING FUNCTION							
General Revenue	$20,237,760	$14,794,962	$2,090,266	$2,679,137	$584,451		$20,148,816
Contracts/Grants[2, 3]	370,563	56,938	104,338	188,010	8,593	$12,684	370,563
SHARE[2, 4]	1,747,060					1,747,060	1,747,060
Teaching Total	$22,355,383	$14,851,900	$2,194,604	$2,867,147	$593,044	$1,759,744	$22,266,439
ADMINISTRATION							
General Revenue	$8,908,814	$4,565,683	$318,151	$1,821,143	$118,618	$1,170,235	$7,993,830
Contracts/Grants[2, 3]	714,219	441,164	18,900	73,940	7,362	172,853	714,219
SHARE[2, 4]	769,069					769,069	769,069
Administration Total	$10,392,102	$5,006,847	$337,051	$1,895,083	$125,980	$2,112,157	$9,477,118
FACILITIES CONSTRUCTION AND MAINTENANCE							
General Revenue	$11,511,809	$2,457,237	$197,798	$8,463,739	$185,021		$11,303,795
Contracts/Grants[2, 3]	1,177,868			1,174,056	3,812		1,177,868
PECO[2, 7]	2,000,815					$2,000,815	$2,000,815
Facilities Total	$14,690,492	$2,457,237	$197,798	$9,637,795	$188,833	$2,000,815	$14,482,478
Funding Total	$233,629,558	$138,984,901	$18,605,958	$40,684,569	$6,339,557	$23,269,019	$227,884,004

[1] This category includes public education capital outlay (PECO), federal demonstration, risk management insurance, data processing services, and SHARE funds.

[2] In order to show the full funding picture for some types of funding, we used actual expenditure figures to substitute for budget figures. Therefore, expenditures match budget in these situations. This was due to the nature of the type of funding. For example, contract and grants funds may be obtained for multiple years and are not budgeted to a particular year.

[3] Contracts and grants funding is derived from federal, state, local, and private sources.

[4] This is an estimate. IFAS does not allocate these funds or track expenditures by function. At OPPAGA's request, IFAS pro-rated the total into functions based on their percentage of the total general revenue budget. SHARE funds are private donations.

[5] Incidental funds include self-generated revenue and tobacco settlement money of $2,500,000.

[6] Counties contribute funding for some salaries, and all travel, operating capital, and other expenses at county extension offices, including the maintenance and acquisition of vehicles. These figures do not include the value of any in-kind services provided by counties. County in-kind services include space and maintenance of the office buildings housing the extension offices.

[7] PECO stands for public education capital outlay.

Source: OPPAGA analysis of IFAS data.

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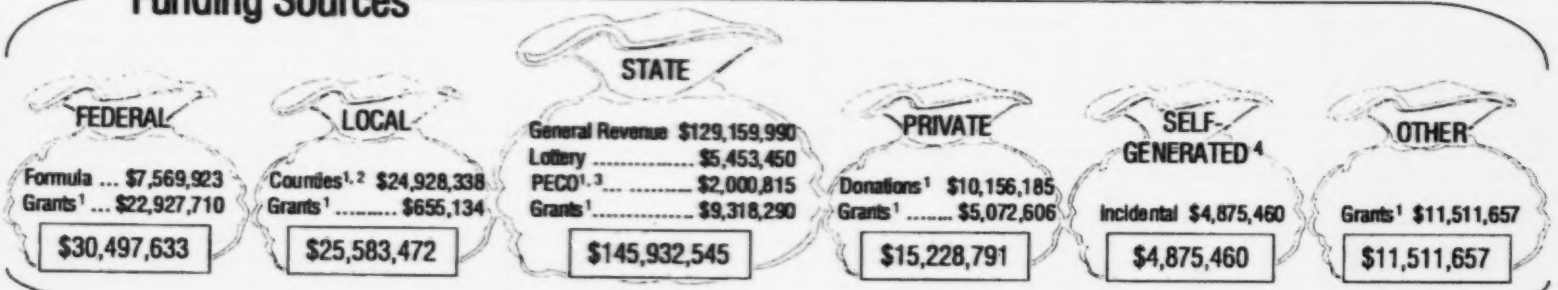
Appendix E

Illustration of the IFAS System Fiscal Year 2000-01

Funding Sources



Total Budget $233,629,558
Total Full-Time Equivalent (FTE) Staff.....2,318

Research 49.2%	Extension 30.5%	Teaching 9.6%	Indirect[5] 10.7%
$114,904,971	$71,286,610	$22,355,383	$25,082,594
1,282 FTEs	608 FTEs	250 FTEs	178 FTEs

13 Research and Education Centers at 19 locations

Subtropical Agricultural Research Station (Brooksville)
Citrus (Lake Alfred)
Everglades (Belle Glade)
Florida Medical Entomology Lab (Vero Beach)
Fort Lauderdale (Fort Lauderdale)
Gulf Coast (Bradenton, Dover)
Indian River (Fort Pierce)
Mid-Florida (Apopka)
North Florida (Quincy, Marianna, Live Oak)
Range Cattle (Ona)
Southwest Florida (Immokalee)
Tropical (Homestead)
West Florida (Milton, Jay)
- Administered from Gainesville (Hastings, Ruskin)

Extension Offices Located in Each of the State's 67 Counties[6]

State Major Programs in Six Areas
- Agriculture
- Sea Grant
- Natural Resources
- Family, Youth and Community Sciences
- 4-H and Other Youth
- Volunteer Development

17 College of Agricultural and Life Sciences Academic Departments

Agricultural and Biological Engineering
Agricultural Education and Communication
Agronomy
Animal Sciences
Entomology and Nematology
Environmental Horticulture
Family, Youth and Community Sciences
Fisheries and Aquatic Sciences
Food and Resource Economics
Food Science and Human Nutrition
Forest Resources and Conservation (School of)
Horticultural Sciences
Microbiology and Cell Science
Plant Pathology
Soil and Water Science
Statistics
Wildlife Ecology and Conservation

Academic Partnership Program Locations

Homestead
Fort Lauderdale
Fort Pierce
Apopka
Plant City
Milton

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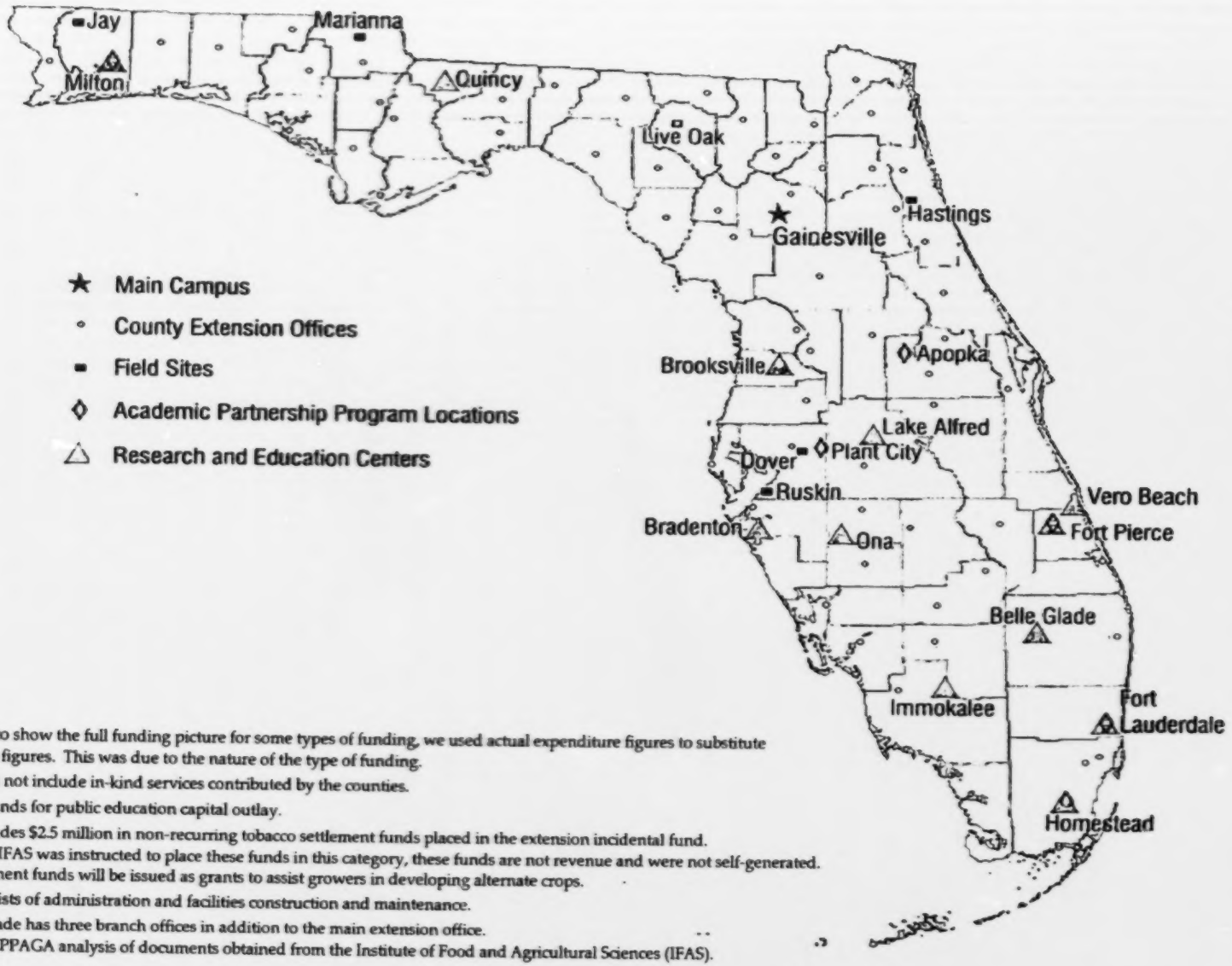

[1] In order to show the full funding picture for some types of funding, we used actual expenditure figures to substitute for budget figures. This was due to the nature of the type of funding.

[2] This does not include in-kind services contributed by the counties.

[3] PECO stands for public education capital outlay.

[4] This includes $2.5 million in non-recurring tobacco settlement funds placed in the extension incidental fund. Although IFAS was instructed to place these funds in this category, these funds are not revenue and were not self-generated. The settlement funds will be issued as grants to assist growers in developing alternate crops.

[5] This consists of administration and facilities construction and maintenance.

[6] Miami-Dade has three branch offices in addition to the main extension office.

Source: OPPAGA analysis of documents obtained from the Institute of Food and Agricultural Sciences (IFAS).

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Appendix F

IFAS Interaction With Other State Agencies

We surveyed various Florida state agencies to determine the extent to which they interact with IFAS. Our survey showed that 14 state agencies interact with IFAS to varying degrees.[38] Table F-1 summarizes state agency survey responses regarding IFAS's involvement with these agencies.

Table F-1

Agency / Department	Unit / Level of Interaction
Agency for Workforce Innovation	IFAS provides the agency support for the Welfare-to-Work Initiative for the delivery of educational programs to welfare transition clients.
Department of Agriculture and Consumer Services	**Division of Agricultural Environmental Services** IFAS performs testing for all persons applying for restricted use pesticide applicator licenses. IFAS is also the department's primary source for providing training courses for licensed pesticide applicators to earn Continuing Education Units for license recertification and renewal. IFAS is represented on the department's Seed Investigation and Conciliation Council, the Seed Technical Council, the Commercial Feed Technical Council, the Fertilizer Technical Council, the Pesticide Review Council, and the Coordinating Council on Mosquito Control. **--- Bureau of Pesticides** IFAS conducts research for the bureau. IFAS also provides critical economic and technical data to support and document pest emergencies that require petitions by the department to the United States Environmental Protection Agency for pesticide emergency use to prevent serious economic loss by the state's growers. **--- Bureau of Entomology and Pest Control** IFAS administers exams for limited pest control certification through the local county extension offices. IFAS also provides scientific and technical support for the department's pest control and mosquito control programs. In addition, the bureau provides research grants to IFAS for pest control and mosquito control. **Division of Aquaculture** The division contracts with IFAS for research and educational services. IFAS educates local aquaculture farmers on department regulations and provides expertise to the division. The division supports IFAS's aquaculture laboratory and multi-county aquaculture extension agent. **Division of Forestry** The department's Cooperative Forestry Assistance Program has a recurring contract with IFAS through the Forest Stewardship Program to provide educational and promotional

[38] The 14 agencies includes Enterprise Florida, Inc., which is a public-private partnership. Enterprise Florida, Inc., was created by the Legislature to serve as the state's principal economic development organization.

Agency / Department	Unit / Level of Interaction
	services. IFAS also organizes and presents landowner workshops and stewardship tours under the same contract. The department's county foresters also work with their local IFAS personnel to organize local landowner workshops that address a variety of forestry topics. Some forestry offices are co-located with local extension offices. In addition, the division has partnered with IFAS to develop and distribute Wildland Fire Education Tool kits. The division, with and through the Southern Group of State Foresters, is partnering with the U.S. Forest Service and IFAS's School of Forest Resources and Conservation to establish a Wildland Urban Interface Center in Gainesville. **Division of Marketing** IFAS conducts research for various Florida agricultural industries (citrus, tobacco, cotton, and soybeans). The department funds this research through marketing orders, which provide industry support for promotion of these products. The division also has a close relationship with the Florida 4-H Foundation, which is administered by IFAS. **Division of Plant Industry** The division (formerly the State Plant Board) was established in 1915 as part of the University of Florida. When the agency was reorganized under the Florida Department of Agriculture in the early 1960's, the division maintained ownership and control of the Florida State Collection of Arthropods (one of the largest insect collections in the U.S.). The division also works closely with IFAS on plant and apiary pest and disease issues that threaten or affect Florida agriculture. IFAS conducts the basic research on pest or disease biology and control, then shares the knowledge with the division, which develops the specialized methods to utilize the control techniques in the field. IFAS's Cooperative Extension Service assists the division in disseminating information to growers and the public about plant pest and disease issues. IFAS has published information on pests, held grower seminars to educate them on plant pest control and eradication issues, and has assisted in training division employees about specific pests or diseases.
Department of Business and Professional Regulation	**Division of Hotels and Restaurants** IFAS, on a non-contractual basis, is one of several hundred providers of food service employee training in connection with the department and the Florida Restaurant Association.
Department of Children and Families	IFAS delivers nutrition education to food stamp recipients and eligible individuals and families per USDA regulations.
Department of Citrus	**Economic Research and Market Research** IFAS provides the department's Economic Research Department with office space, telephone lines, utilities, internet access, statistical software, and computer services. In addition to a monetary contract, the department provides IFAS faculty and students access to its Global Trade Atlas database. IFAS has a contract with the department to provide two graduate assistants to help with data collection and analyses.

Agency / Department	Unit / Level of Interaction
	Scientific Research IFAS provides research and extension assistance from several of IFAS's academic departments. This unit also has several joint research projects with IFAS on subjects including fungal contamination, abscission, and salmonella. Department scientists are located at IFAS's Citrus Research and Education Center in Lake Alfred.
Department of Community Affairs	**Florida Coastal Management Program** IFAS provides support to the Florida Natural Resources Leadership Institute, which trains Floridians who have a stake in the use and conservation of the state's natural resources. **Florida Energy Office, Bureau of Community Assistance** This unit contracts with IFAS to provide services regarding building energy retrofits and biomass energy efficiency. IFAS runs a subordinate organization called the Florida Energy Extension Services.
Department of Education	The department contracts with IFAS to develop curricula for elementary school children.
Department of Elder Affairs	The department contracts with IFAS to provide lesson plans and nutrition education materials for congregate meal site and home delivered meal participants, as well as nutrition education and training materials for nutrition professionals and nutrition provider staff. IFAS also developed manuals for recommended uniform food handling procedures for providers and monitoring instruments for area agencies. In addition, IFAS provides nutrition education, food safety expertise, consultation and technical assistance to the department's Area Agencies on Aging and service providers.
Enterprise Florida, Inc.	On a non-contractual basis, the agency gives assistance to IFAS with its business survey team and receives assistance from IFAS when the agency works in rural counties needing economic impact studies. Enterprise Florida includes IFAS in its annual rural conference.
Department of Environmental Protection	**Division of Water Resource Management, Bureau of Watershed Management** The Nonpoint Source Management and Water Quality Standards Section works closely with IFAS in developing best management practices for reduction of agricultural pollutants, providing outreach through the Florida Yards and Neighborhoods Program, and technical assistance on numerous agricultural and urban issues. **--- Bureau of Water Facilities Regulation** IFAS performed agricultural/environmental research with domestic wastewater residuals for the bureau. These projects primarily consisted of research on potential nutrient impacts from the land application of residuals. **Division of State Lands, Bureau of Invasive Plant Management** The bureau contracts with IFAS to perform specific extension projects relating to invasive plants. IFAS meets nearly all of the bureau's needs for science-based policy making for invasive plant management.
Department of Health	**Division of Disease Control, Bureau of Epidemiology** On a non-contractual basis, the bureau routinely consults with IFAS extension staff on issues related to potential disease vectors and pest control. The bureau works closely with IFAS's Florida Medical Entomology Laboratory to develop arthropod-borne disease control and prevention activities. IFAS provides training and expertise on a number of public health issues. **Division of Family Health Services, Bureau of WIC and Nutrition Services** The bureau serves on the Florida Interagency Food and Nutrition Committee with IFAS staff from the Cooperative Extension Service and the Family Nutrition Program. The committee meets approximately three times a year to provide updates and share program materials and to work on joint nutrition education projects and initiatives. (WIC is the Special Supplemental Nutrition Program for Women, Infants, and Children.)

Agency / Department	Unit / Level of Interaction
	Division of Environmental Health, Bureau of Facility Programs The bureau currently works with IFAS in the area of integrated pest management. In the past, IFAS developed some food service training for the department.
Department of Military Affairs	**Construction and Facilities Management Office** The department contracted with IFAS regarding an environmental project on the red-cockaded woodpecker. This involved determining and monitoring the activity status of all active and recently active clusters. The department also contracted with IFAS to reprint the soldier's handbook (Environmental Training Materials for Camp Blanding). IFAS also conducted water sampling for mercury and silver in surface water and sediment.
Department of Transportation	The department uses IFAS as its source of research to assist with the completion of tasks in an effective and efficient manner, especially relating to roadside environment. The department has also worked with IFAS to provide safety belt and child safety seat educational programs to rural and minority audiences.
Fish and Wildlife Conservation Commission	**Division of Freshwater Fish** IFAS houses five of the division's personnel, providing laboratory, office, and storage space. The division also contracts with IFAS for research and technical expertise on specific projects. **Division of Marine Fisheries** The division works closely with IFAS Sea Grant staff in several counties to coordinate and manage artificial reef construction projects and to bring together interested groups at meetings and summits to develop cooperative artificial reef management policies. The division also frequently coordinates with IFAS to provide research and economics assistance. **Division of Wildlife** The division interacts with IFAS at the division, bureau, and section levels. Representatives serve with representatives of IFAS and the US Fish and Wildlife Service on the advisory board for the Florida Cooperative Fish and Wildlife Research Unit, which falls under the administrative mantle of IFAS. The division's bureau-level involvement includes interaction through the Forest Stewardship Program and research regarding alligator husbandry, virology, and pathology. **Florida Marine Research Institute** The institute and IFAS interact in two main program areas, redfish stock enhancement and sturgeon research. IFAS provides pre-release health assessments of fish released from the institute's hatchery located in Manatee County. IFAS is also contracted to conduct studies related to sturgeon aquaculture and conservation and economic impact. Further, IFAS provides an educational course to staff members.

Source: OPPAGA analysis of survey results and documents obtained from IFAS.

Appendix G

Response from the University of Florida

In accordance with the provisions of s. 11.51(5), *Florida Statutes*, a draft of our report was submitted to the President of the University of Florida for his review and response. His written response is reprinted herein beginning on page 45.

UNIVERSITY OF FLORIDA

Charles E. Young
President

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June 26, 2002

Mr. John W. Turcotte, Director
The Florida Legislature
Office of Program Policy Analysis and
Government Accountability
111 West Madison Street, Room 312
Claude Pepper Building
Tallahassee, FL 32399-1475

Dear Mr. Turcotte:

This is in reply to your letter of June 13, 2002 that transmitted the draft copy of the OPPAGA special examination of the Institute of Food and Agricultural Sciences (IFAS). We appreciate the opportunity to review the report and to provide comments.

First, we wish to thank you and your staff for the thoroughness of the review. It will provide a framework from which the legislature and others can gain a better appreciation for the programs and funding mechanisms of a complex and diverse organization such as IFAS. In particular, we are pleased to note that the review team recognized that IFAS programs are not duplicative of other state agencies, but in fact, are supportive of and relied upon heavily by other state agencies and staff for scientific expertise, policy analysis and educational activities that serve Florida's economy and the public well-being.

In regards to the two specific recommendations provided in the report we offer the following comments:

Cost recovery from allowable fees. The OPPAGA review team recognizes that our partnership with USDA does not permit full cost recovery for extension activities. However, the relationship does allow the recovery of incidental costs associated with workshops and non-educational services such as soil and water tests. IFAS does periodically adjust these fees, but concurs with the review team in that written requirements for periodic cost analysis of these specific services needs to be established to determine if and when fees should be modified.

IFAS should continue to develop its consolidation plan and complete the plan by the end of October 2002. Due to Florida's broad climatic (temperate to sub-tropical) and geological (rolling hills of the Panhandle to the Everglades) diversity, the state's agriculture is the nation's most unique and diverse with over 30 commodities, having farm gate values over $10 million each. In order to adequately serve such a diverse
agriculture, the system of the research and education centers (RECs) was developed. In response to changing needs of this industry and reduced operating appropriations, movement to fewer, more

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modern facilities has occurred. As noted in the report, during the past 10 years IFAS has been in the process of consolidating its research and education center (REC) structure both physically and administratively (see attached list). These actions have been taken to reduce administrative costs, reduce operational costs through economies of scale, and reduce maintenance costs through the construction of new facilities with more up-to-date scientific capabilities. The consolidated centers also create larger, more interdisciplinary groups of scientists. These actions have decreased the reliance on General Revenue. However, IFAS recognizes that there may be additional opportunities for consolidation efforts both at the RECs and within the departmental structure on the main campus in Gainesville.

It is important to emphasize that virtually all recent changes in the structure and operation of the RECs has been guided by outside review and consultation. A task force made up of industry leaders and experts from peer institutions has provided a broad set of recommendations that are now being implemented. As noted in the report, IFAS has and is conducting on-going reviews in consultation with both the faculty and the industries served. The seven "regional centers" referenced by the OPPAGA report evolved from this process. The exact number of "regional centers" is not set at seven, rather that number was considered by the task force to be a potential long-term goal. It was also recognized that the organization, location, and capabilities of these "regional centers" be developed in consultation with the clientele and industries served on a regional basis. This is, in fact, the next step in the task force efforts, but it is felt that to produce such a plan by October 2002 is premature and not consistent with operational or political realities of the current center structure. In order to be successful, these plans must be developed in consultation with and with full participation of the regional clientele served in order for the plan to be accepted and successfully implemented. IFAS has made the commitment to continue this planning process concurrent with the evolution of Florida agriculture and natural resource industries.

Thank you for your comprehensive review and thoughtful recommendations.

Sincerely yours,

/s/
Charles E. Young

Attachment
cc: M. V. Martin

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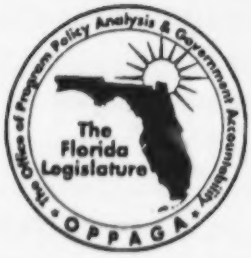
IFAS Consolidation Efforts

1. Consolidation of the Apopka, Sanford and Leesburg RECs to a single site at the Mid-Florida REC at Apopka;
2. Consolidation of the Quincy and Monticello RECs and Chipley Beef Unit to the North Florida REC with operations at Quincy and Marianna;
3. Closure of the Chipley Poultry Demonstration Unit;
4. Administrative consolidation of the Suwannee Valley REC under the NFREC;
5. Closure of the Blountstown aquaculture facility and transfer of responsibility to the Department of Fisheries and Aquatic Sciences in Gainesville;
6. Administrative consolidation of the Ft. Lauderdale REC and the Tropical REC in Homestead under one director;
7. Administrative consolidation of the Southwest REC at Immokalee and the Everglades REC at Belle Glade under one director;
8. Administrative and operational consolidation of the Hastings REC under the Plant Sciences Research and Education Unit (PSREU) near Gainesville;
9. Administrative and operational consolidation of the West Florida REC in Jay with the teaching program at Milton;
10. Closure and consolidation of horticultural research operations at two Alachua county sites to a single site at the PSREU in northern Marion County; and
11. Plans are underway to consolidate to a new single location programs and operations currently at the Gulf Coast REC at Bradenton and Dover.



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